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Results-oriented annual report (ROAR)

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Foreword by the Administrator

In recent years we have seen an impressive convergence on international development goals, reflected in the breakthrough agreements and targets forged at successive United Nations global conferences. The Secretary-General has proposed that the Millennium Assembly endorse these goals. Next year will mark an equally concerted effort to translate new goals into meaningful results – national, regional and global. UNDP has been an active catalyst of the global consensus that drives pro-poor development today. Now, more importantly than ever, as this report shows, it is strongly committed to managing for results.

The first UNDP results-oriented annual report (ROAR) is a big step forward by the organization on two major counts.

First, the report opens up unmatched opportunities for the effective management of multilateral grant aid. It helps to answer the question "why pay for multilateral assistance?" by identifying much more clearly the value-added by UNDP, the main development arm of the United Nations. The ROAR places UNDP among that small group of development institutions in a position to survey, analyse and present their entire work drawing on "ground truth" – empirical, verifiable evidence from the field. It illustrates concretely how far, in what areas and in what ways UNDP helps to build social and organizational capital. It will assist the organization to tell its story credibly, paving the way for a richer dialogue with stakeholders. And of course, the ROAR and the multi-year funding framework (MYFF), of which it is an integral part, should help to underwrite the future of UNDP at a time when results are increasingly what attract resources.

Second, and just as important, this tool will give new impetus to the strategic focus of UNDP. It is the most comprehensive analysis ever undertaken of the organization's actual performance. The wealth of information it provides will help UNDP managers to align institutional strengths, resources and outcomes with high-priority development needs at a time of continuing change. The ROAR grounds our Business Plans in an empirical analysis of high and low potential activities, providing a practical basis for decisions on those areas in which the organization should invest and those it should leave to others.

The ROAR confirms that development dollars spent through UNDP are helping to advance some of the development community's most critical goals in a variety of policy environments. Notwithstanding those variations, in all five regions and across most corporate goals, the range and depth of performance are instructive and encouraging. In priority areas for UNDP, such as policy formation, institutional development and advocacy, the Programme is clearly moving upstream, although this shift requires further reinforcement. UNDP is increasingly engaging with some of the key policy issues of the day – promoting strategies for poverty reduction, instituting transparent and efficient regulatory and legal frameworks, capacity-building for judicial reform and the protection and promotion of human rights and empowering communities and civil society. In these and other areas, the report documents important policy and institutional changes arising from UNDP engagements. In doing so, it sheds useful light on how UNDP, through its country presence and distinctive role as a trusted, impartial advisor, brings together the work of governments and other development actors in high-leverage activities.

The report provides a much-needed guide to future work, offering practical insights to support stronger programme management on different levels. It also allows clarity about which programme activities need to be discontinued or linked more effectively to national policy change because they do not allow the high impact for the limited resources of UNDP nor do they leverage its advisory strengths. Those insights are discussed extensively in the report. There is, for instance, a major lesson in what the ROAR shows about the heavy involvement of UNDP in small-scale projects with limited objectives. Under poverty reduction, the organization spends twice as much on direct assistance to poor communities and other vulnerable groups as it does on advancing national policy change. Human dividends flow from this work, but in too many cases

still, anti-poverty project assistance and policy support do not join up into a mutually reinforcing effort. Opportunities to connect micro-projects in poverty reduction with changes in national policy development are being missed, along with the multiplier results that could ensue. Projects that have insecure policy moorings, or which have come adrift from them, should either be anchored anew through stronger partnerships with upstream actors, or recalled. This is a clear priority for the next round of work on focus.

The compilers of this report stress that results-based management is essentially about learning by doing. For that reason, and partly as a consequence of the exceptionally rapid adoption of results-based management by UNDP, the ROAR is a work-in-progress. As the analysis shows, it is essential to ensure the level of stable funding envisaged in the MYFF to improve further UNDP accountability for performance and its capacity to design and manage value-adding programmes and partnerships. Certainly, both in respect of methodology and substantive focus, the pioneering work recently begun must continue.

I have made it clear, in several public statements, that I do not intend to let the current resource crisis deflect me from the kind of reforms that the MYFF, the ROAR and the Business Plans represent. At the same time, I must underline again that the rebuilding of UNDP is a compact struck in good faith. It has to be a mutual effort: results and resources go together. Without all the elements of this extraordinarily important compact in place, the effort to drive performance management practices deep into this organization risks being stalled unless the core resources are available to achieve the impact that is now in reach.

We cannot let the opportunities presented by this report slip away from us. Rather, we must exploit them to lift the reform programme to a new level.

Mark Malloch Brown
Administrator

I. Introduction

1. The preparation and presentation of the 1999 ROAR represent the next, critical step in delivering on the compact made with the Executive Board when it approved the multi-year funding framework (MYFF) at its third regular session in 1999. The MYFF, in particular, provides a new funding system designed to generate a more transparent dialogue on regular funding and to facilitate greater volume and enhanced predictability through multi-year pledges.

2. On the basis of the intended results outlined in the MYFF, the ROAR is a systematic analysis of the results achieved and shows how these results relate to the goals and subgoals of the organization. In this process, the strategic results frameworks (SRFs) have emerged as a key management tool for UNDP to report and improve on results.

3. The ROAR analysis, for the first time in UNDP, provides a comprehensive look at the entire work of the organization. As such, it provides the organization with a historic opportunity to sharpen its purpose and align its institutional strengths with the demand for development services from its clients, the programme countries.

4. The MYFF covers the period 2000-2003. While this first ROAR may be viewed as a start-up effort, it represents a critical opportunity to test and streamline the application of results-based management (RBM) in UNDP. By providing a comprehensive picture of the results obtained, it affords in particular an opportunity to identify problems and challenges in a more simplified and strategic manner that responds to the specific operational concerns of the organization, particularly those of the country offices.

5. Importantly, the 1999 ROAR comes at a critical point in the history of the organization. It comes at a point when the six-year decline in regular resources makes an increase imperative for the compact inherent in the MYFF to be fully implemented. It comes at a point when the vision of the Administrator, as outlined in his Business Plans presented to the Executive Board in January 2000, represents an opportunity to accelerate and deepen the RBM process in UNDP. The 1999 ROAR therefore serves a strategic purpose and represents an attempt to align more tightly the current and future work of the organization with the vision of the Administrator. Since an estimated 40 country cooperation frameworks are ending in 2000, it also provides in particular an early opportunity to send clear signals on the future programming directions of the organization based on concrete evidence of country-level experiences.

6. The 1999 ROAR is therefore both a performance analysis document and a strategic document. Preparing the ROAR has been fundamentally a learning exercise. By taking an integrated look at performance and resources, the ROAR allows UNDP to identify its strengths and highlight concerns that need to be dealt with in order to improve its performance. Opportunities are many. For example, by looking at the countries involved in work on HIV/AIDS, the ROAR enables UNDP to identify and promote knowledge and practices for South-South cooperation. By trying to understand the under-reporting on gender, it forces the organization to look for evidence for specific links with the other thematic categories of an enabling environment for sustainable human development (SHD) and poverty eradication. And, fundamentally, the ROAR analysis provides an empirical basis for identifying areas of low performance and activities that UNDP will no longer support.

7. The ROAR represents an effort to move beyond the anecdotal, by emphasizing not only results but also how best to measure them. And by looking at outcomes, it tries to come to terms with the basic questions that tax payers are asking of aid institutions: what is their added value and what difference do they make to the lives of people in the developing world?

8. It must be emphasized that it takes time to introduce and establish results-based management. The experiences of other institutions point to a minimum of four to five years before it becomes part of the culture of an organization. RBM needs concerted and dedicated effort by many and the full commitment of senior management. Since its introduction in UNDP, rapid progress has been made over a very short period. The SRF/MYFF system has been developed and introduced over the last two years. The MYFF itself was presented to the Executive Board only in September 1999. While this rapid approach has its strengths, it also presents some weaknesses. The time given to country offices to internalize the RBM concepts and to prepare their individual ROARs was clearly insufficient. Similarly, the regional bureaux and central units also faced tight time constraints in analysing the ROARs. More training and direct support are essential to ground the use of new concepts and the choice of appropriate indicators. Yet, despite all this progress, it is difficult to see how the organization can, without adequate resources, convincingly deliver the intended results captured in the MYFF. Reporting on improved results alone is unlikely to demonstrate fully the purpose and value of the organization.

PART ONE. SETTING THE CONTEXT

I. Challenges and opportunities: the strategic results framework and the multi-year funding framework

9. In comparing results-based management systems, a distinction is made between managing *by* results and managing *for* results. The former emphasizes accountability and external reporting and the latter effective planning, performance assessment and organizational learning. In introducing RBM, UNDP made a deliberate decision to help managers to manage better, to produce a step-change in organizational culture, to foster a strategic orientation and to promote value-for-money performance. Improved external reporting is approached as a very important, but secondary, benefit.

10. A major shift for the current and future work of UNDP lies in the emphasis on outcomes, on attempting to measure and assess actual development change and to form some judgement on the contribution of UNDP to that change. This is a more challenging task than looking at the success rate of projects directly supported by UNDP. Learning from the experience of other organizations, focusing on projects alone can introduce a potential distortion, as managers may avoid risky, innovative projects in favour of things that are known to work. Further, as the MYFF underscores, the traditional UNDP strengths of advocacy, coordination, presence, are precisely the soft interventions that make a decisive contribution to development change. This makes it critical to capture the full range of inputs provided, so that the total operating strategy of UNDP is reflected, covering not only projects and programmes but also the advice and support provided directly by UNDP country offices.

11. This focus on outcomes reinforces the argument made in the World Bank's influential paper, *Assessing Aid: What Works, What Doesn't and Why* (1998), for a move away from procedure-driven project-focused approaches towards dialogue and coalition-building on policy and intended development change. The focus on outcomes also highlights the key role that monitoring and evaluation can play in contributing to effective development change. Projects may be successful but may have little lasting impact. Critical assessment and evaluation can build knowledge that can be used to promote systematically a broader reform and development change agenda. It puts a premium on learning what works and what does not work at a macro or issue level. Testing innovative approaches forms an essential part of the required investment in knowledge creation and sharing. Knowledge-sharing must be seen as an important component of partnerships.

12. In this context, the 1999 ROAR offers important findings on results. The ROAR preparation was marked by an extraordinary, timely response from country offices providing relevant information for the preparation of a results-oriented report at the corporate level. Not surprisingly, the process was also marked by a high number of queries received from country offices on the overall RBM methodology. Important lessons were drawn from this direct exchange with offices and the analysis of the ROARs they submitted, which clearly showed the need for further training and refinement of the RBM system.

13. In particular, this first cycle underscored the critical value of indicators as one of the key elements in RBM. The systematic introduction of indicators in UNDP represents a major step towards the strengthening of performance accountability. As presented in the MYFF, a three-tier approach has been taken: (a) situational indicators, such as the human poverty index, to track progress on development trends at both the global and country level; (b) generic indicators to measure institutional performance, for instance the number of countries meeting their intended objectives (shown in the SRFs); and (c) output/outcome indicators to help country offices to measure progress towards intended results.

14. Situational indicators have not yet been fully integrated into this year's reporting. Their role and contribution to the overall RBM system will need to be adjusted to make them simpler and more relevant to the areas of UNDP focus (see annex II). In line with the agreement reached with the Executive Board, reporting on generic indicators was required only for the three subgoals being examined in greater detail. While the level of response was satisfactory and provided valuable information, it appears that both the number and purpose of generic indicators have to be revisited. Rather than a one-to-one mapping of outcomes with generic indicators, the ultimate objective must have such indicators focused at the subgoal level in order to track two basic dimensions: first, the change in the relevant development circumstances at the country level and second, the contribution of UNDP to them. Finally, the first ROAR provided examples of excellent application of country-level indicators to document and measure the scope of progress at that level. Although the quality and use of indicators remain extremely uneven, UNDP believes that it has reached, through a number of country offices, a critical basis of best practices on which it can build to improve and expand the use of indicators.

15. As part of the development of RBM, the second area in which UNDP intends to invest major effort is building partnerships. The emphasis on outcomes fundamentally underlines that no single agency or development actor can produce the desired results on its own, making partnerships and UNDP investment in them critical to real progress. The evidence shows, however, that the partnership dimension has not been fully captured in the ROARs received from country offices and, where captured, remains rather general instead of being focused on specific outcomes and the role UNDP plays in these partnerships.

The ROAR methodology

16. This first attempt at analysing ROARs took UNDP into uncharted territory, over a very tight timeframe. The task posed several major challenges.

17. Measuring progress. In order to assess the wide range of results presented in the ROARs, a simple and practical measure of progress had to be established. The measure adopted had to assess progress in relation to the intended outcomes stated in the SRF. And, based on this, the analysis needed to yield assessments that could be compared across countries, regions and thematic categories. Comparative data is often of greatest use to managers.

18. An overall percentage of progress was calculated based on the number of outcomes where progress was demonstrated in relation to the total number of outcomes contained in the SRF. These percentage figures are then aggregated at the levels of strategic areas of support (SAS), subgoals and goals. As in the MYFF, results achieved cover both outcomes and outputs. It was decided that results reported by country offices would be counted towards corporate results only if they were consistent with the strategic areas of support in the corporate SRF, and that progress would be assessed on the basis of country-level indicators. Examples of progress at the outcome level may include high turnout in general elections and shift in public expenditures towards social sectors, and at the output level, the number of election workers trained and a 20/20 report prepared.

19. Limitations of the data. A basic constraint was the uneven quality of reporting and at times questionable attribution. These limitations were resolved, to some degree, by cross-checking the ROAR data, especially the narrative text. Additional information as required was also secured from the regional bureaux and BDP. To ensure consistency, certain checks were instituted. Updates on progress were assessed against statements of outcomes and outputs derived from country SRFs. The achievement of outputs was attributed to UNDP assistance whereas claims regarding outcomes were judged on the strength of their linkages with outputs, provision of additional evidence in the ROAR and, where possible, examination of the role played by UNDP in partnerships. This approach should be seen as a step beyond self-assessment since it requires careful

reporting against indicators, as well as cross-checking by regional bureaux and BDP. Broad trends were highlighted only where simple counts were possible. And, always, regular review with the regional bureaux and BDP was critical in providing a cross-check on the data and its meaning.

20. While the methodology remains work in progress, the findings appear sufficiently robust to allow useful comparisons to be made. Inherent in any RBM process is the challenge of providing a comparative analysis that captures highly complex realities in a relatively concise document. Constraints relating to the quality of reporting, qualitative judgements, and the aggregation and ranking of results are inevitable. While some are unavoidable, others have been minimized in the current exercise and others will be addressed in future refinements of the methodology. The technical aspects of the ROAR methodology are explained in annex I.

21. While performance analysis on the whole is focused on how country offices are doing, an effort has also been made to check emergent findings and trends in light of the results pursued by regional and global programmes. In the next ROAR, it will also be necessary to assess performance of regional and global programmes more systematically.

22. RBM in UNDP remains a learning-by-doing exercise. For instance, the ROAR analysis confirms the need for the SRF itself to be made more strategic. Annex III presents a first effort to streamline the SRF. A greater effort has to be made in the future to capture the full range of linkages between SRF goals, one obvious example being gender. Substantial investments in time and energy will be needed to feed the lessons of this exercise into a second generation of instruments so that the SRF/MYFF exercise can begin to deliver more effectively on its promise as the primary management tool in UNDP.

II. Setting goals: The UNDP strategic results framework and global targets

23. The UNDP strategic results frameworks are designed specifically to link the organization's goals to the emerging global development agenda, which is concerned with broad improvements in human development. These are captured in the recommendations of the major United Nations international conferences and the common platform of action set out in the document *Shaping the 21st Century: The Role of Development Cooperation* (1996), produced by the Development Assistance Committee of the Organisation for Economic Cooperation and Development (OECD/DAC). In 1998, these goals were endorsed by the Economic and Social Council in its resolution 1998/44 and formed the basis, in the same year, of an important Administrative Committee on Coordination (ACC) Statement of Commitment for Action to Eradicate Poverty (in partnership with others, especially the United Nations system).

24. The overarching strategic objective of UNDP is the reduction of poverty and its principal means of doing so the promotion of policy and legal frameworks consistent with its approach to sustainable human development (SHD). The goals of achieving SHD and reducing poverty are fundamentally interconnected. UNDP endorses the OECD/DAC/United Nations target of reducing the proportion of people living in extreme poverty by 50 per cent by the year 2015 - UNDP goes further, however, in emphasizing that poverty must be dealt with in all its complex dimensions. Hence the goal for UNDP is to eradicate extreme poverty and to reduce substantially overall poverty. The SHD focus highlights the importance of enhancing people's capabilities to lead the kind of lives they find worthwhile, for current and future generations.

25. This creates a different role for aid. Development cooperation is now intrinsically about imparting knowledge and creating what has been referred to as "social and organizational capital". Development has to be fundamentally owned by national authorities and institutions. Development models and experiences, however well-meaning, cannot be imposed from the outside. In this context, the roles of the United Nations and UNDP in particular, as the primary development and operational agency of the United Nations, become even more important given their established presence in the programme countries and the trust-based relationships developed over a long period of time.

26. As pointed out in the MYFF document, drawing upon country evidence, UNDP works primarily as the "facilitator, catalyst, advisor and partner". These roles provide high-yield outcomes, reinforcing national ownership and social and organizational capital, elements essential to the acceleration of economic and social progress. And, fundamentally, the local presence and trusted role of UNDP enable it to be a pivotal knowledge and support link between global agreements and their translation into country strategies and development change.

27. The SRF identifies specific goals in six major areas of interest to UNDP, shown in box 1.

Box 1. Specific goals in six major areas of interest to UNDP

Goal one	To create an enabling environment for sustainable human development
Goal two	To eliminate extreme poverty and reduce substantially overall poverty
Goal three	To protect and regenerate the global environment and natural resources asset base for sustainable human development
Goal four	To achieve gender equality and advance the status of women, especially through their own empowerment
Goal five	To prevent or reduce the incidence of complex emergencies and natural, environmental, technological and other human-induced disasters, and to accelerate the process of sustainable recovery
Goal six	To provide effective UNDP support to the United Nations Agenda for Development

28. Where there are major international conferences linked to the above areas, UNDP has incorporated their key concerns into the SRF. Specifically, the major conferences addressed include the World Conference on Human Rights, the United Nations Conference on Population and Development, the World Summit for Social Development, the Fourth World Conference on Women, the World Conference on Education for All, the World Summit for Children, the World Food Summit and the United Nations Conference on Environment and Development. For goal five, a link is established with the Yokohama Strategy for a Safer World. Situational indicators, to the extent possible, are drawn from the common indicators endorsed by the international community.

29. The six goals stated are, of course, not exclusive to UNDP; many share them. For UNDP though, they signal a commitment to lead and be part of a coordinated global effort to make progress in these areas. At the level of sub-goals, an attempt is made to define the areas where UNDP is seeking to establish a comparative strength as a consequence of its neutrality, its universal presence in developing countries and its focus on human development, and the role of other partners.

30. Progress by UNDP in these six goals must be seen in relation to the development challenges at the regional and country level. The situational indicators are meant to track and analyse relevant development issues and trends. An analysis of the situational data, still somewhat incomplete, is presented in annex II.

31. What are the implications of these goals for UNDP and the kind of assistance it provides? In the major study, *Attaining the International Development Targets: Will Growth Be Enough?* (L. Hanmer and F. Naschold, Overseas Development Institute, London, 2000), an attempt is made to examine some of the implications of the growth rates required to meet the international development target of reducing extreme poverty by half by 2015. The authors underline that halving income-poverty levels is possible but not without policies reducing inequality. Otherwise, unrealistically high growth rates of about 10 per cent are required. Further, reducing inequality requires a change in policy frameworks in many countries, especially in sub-Saharan Africa and Latin America, so that pro-poor growth can be encouraged.

32. In line with its SHD mandate, UNDP promotes not just growth but growth with equity. This message has important ramifications for UNDP as it seeks to define its comparative advantage and the specific products and services it provides. A fuller analysis of UNDP performance requires a judgment at three levels: (a) how is the organization's work contributing towards meeting the key international development challenges? (b) how is the organization shaping and building on its distinct comparative strengths? and (c) are UNDP products and services aligned with its core SHD mandate?

PART TWO. PERFORMANCE ANALYSIS

III. Overview

33. The performance analysis for the 1999 ROAR is presented in three main segments: the first reviews performance and analyses trends for each of the six goals covered by the MYFF. The seventh goal in the MYFF, which deals with management issues, was transformed into the Administrator's Business Plan 2000-2003 (DP/2000/8) and submitted to the Executive Board at its first regular session in 2000. The second segment covers the three sub-goals chosen for more detailed analysis and the third segment presents an update of the integrated resource framework (IRF) with some analysis of the 1999 budgetary and resources performance.

34. In each category or goal, an attempt is made to cover some basic elements of analysis by providing: (a) a summary quantitative picture of performance, across goals and sub-goals, and between regions; (b) an identification of broad trends, including those strategic areas of support or sub-goals in most demand; (c) the highlights of key issues or flagship areas with reference to clusters of countries, including a review of some of the reasons underlying levels of performance; and (d) some reflection on the implications of the analysis for the future work of the organization.

35. For the three sub-goals selected for closer examination, key trends and highlights are analysed in more detail and some implications of these trends sketched out for UNDP. More ambitiously, an attempt is also made to comment on the comparative strengths of UNDP and to identify some of the emerging products and services in keeping with these strengths. The three sub-goals selected for this purpose are:

- Goal one, sub-goal 2: Strengthen capacity of key governance institutions for people-centred development;
- Goal two, sub-goal 1: Promote poverty-focused development and reduce vulnerability;
- Goal six, sub-goal 1: Provide effective and integrated follow-up to United Nations global conferences within the SHD context.

A. Institutional profile

36. The MYFF presented the basic profile of UNDP based on the outcomes taken from the SRF submissions by country offices and other operating units. The ROAR analysis presents an opportunity to update the profile and assess its continuing validity by looking at two aspects: 1999 expenditures and generic outcomes.

37. Figure 1 from the MYFF, which is reproduced here, identifies four types of outcomes on which UNDP is concentrating its efforts. This profile reflects the reality of UNDP interventions. It is complemented by the Administrator's vision of the future of the organization. With the profile serving as a foundation, the Administrator believes that the ROAR analysis serves as critical input in the transformation of the vision into reality.

Figure 1. Typology of generic outcomes

A.	Capacity-building
	A.1 Policy, regulatory and legal frameworks
	A.2 Increased social cohesion, inclusion and awareness in the enabling environment
	A.3 Institutional capacity
	A.4 Data collection and monitoring
B.	Knowledge networking and the adoption of regional and multisectoral perspectives
C.	Empowerment and participatory approaches
D.	Targeted/pilot interventions

B. Expenditures

38. In the MYFF document, the Administrator informed the Executive Board that a number of options were under review by UNDP on the manner in which reporting of expenditures was to be provided. For the ROAR, the intention was simply to map existing classifications onto the SRF categories. Against this background, the 1999 expenditures are presented in this ROAR at the level of goals in table 1. In addition, a ranking is presented in figure 1 of the sub-goals in most demand in terms of UNDP interventions.

39. The first goal, the enabling environment for SHD, is the most significant goal in terms of overall resources. It represents a high 52 per cent of total expenditures, which drops to 38 per cent when looking at expenditures from core resources only. The second most important goal is poverty and sustainable livelihoods, accounting for 32 per cent of the total. However, in terms of core expenditures, this category is the highest, accounting for almost 40 per cent. These two goals are followed by the environment and natural resources category (14 per cent of the total) and gender and special development situations, with much smaller percentages.

Table 1: 1999 Estimated Expenditures (Distribution by SRF Goals) a/

GOAL	Core b/		Non-core b/		Core + Non-core	
	$m	%	$m	%	$m	%
G1 Enabling environment for SHD	186	38.2	790	57	977	52.1
G2 Poverty eradication and sustainable livelihoods	195	40.0	397	28	592	31.6
G3 Environment and natural resources	70	14.4	170	12	240	12.8
G4 Gender equality and the advancement of women	16	3.3	14	1	30	1.6
G5 Special development situations	20	4.1	16	1	35	1.9
Total	487	100	1386	100	1874	100

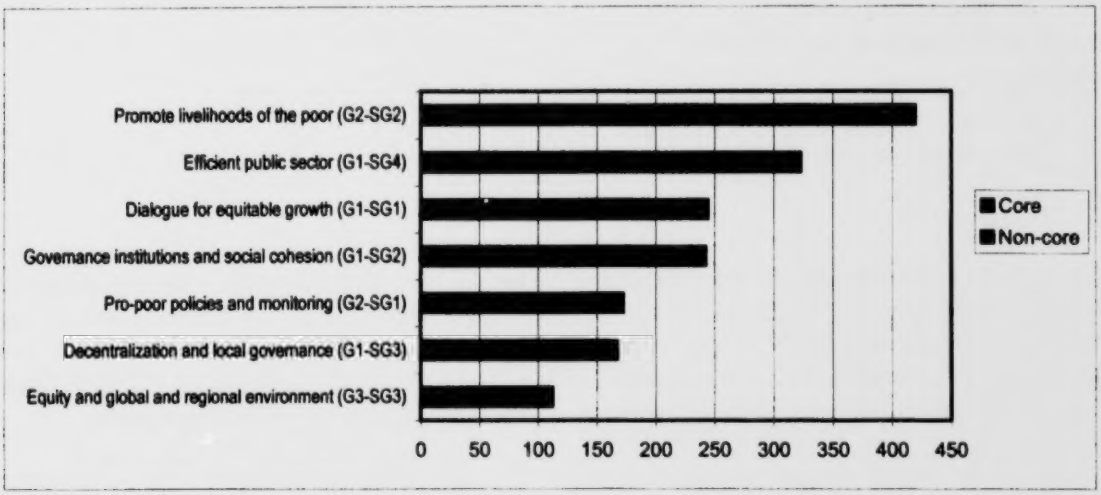
a/ Includes administrative and operational services.

b/ Core indicates regular resources, i.e., the voluntary contributions to UNDP; non-core indicates other resources, i.e., cost-sharing and trust-funds.

40. UNDP as an organization is in the midst of substantial changes in its portfolio. The MYFF, confirmed by the ROAR, shows sharp shifts in the ranking of the four thematic goals as a share of total resources. In line with the changing times, the pattern of demand for UNDP cooperation has also evolved. As the MYFF notes, countries today are facing a new set of challenges and they need to create environments that enable them to seize emerging opportunities; for instance, the governance area increased from 48 per cent in the period 1992-1996 to 52 per cent in 1999. Further, the growing non-core resources for governance underline the trusted role UNDP is being called upon to play in this sensitive area.

41. A ranking of the key sub-goals, in terms of 1999 expenditures, is shown in figure 2.

Figure 2: Expenditures for 1999 (estimated)
(millions of dollars)



42. The seven sub-goals shown in figure 2 account for expenditures of $1,681 million, representing 89.7 per cent of total UNDP estimated expenditure for 1999. The ranking of the seven most important sub-goals is not dramatically affected when comparing core with non-core expenditures, perhaps indicating growing success by UNDP in maintaining its core priorities, even if there are substantial differences in the overall share in total expenditures at the goal level. Most of the non-core expenditure is in the Latin America and the Caribbean region, which has a higher proportion of higher-income countries than other regions. The large share of the sub-goal on promoting livelihoods is noteworthy, and indicates the continuing demand for targeted micro-interventions. The large share of the sub-goal on building an efficient public sector, for both core and non-core expenditures, is a confirmation of the continuing importance of this area.

C. Generic outcomes

43. An updated table for the MYFF has been produced that deals with the typology of generic outcomes. In the MYFF document itself, the data on outcomes were based on a summary analysis; table 2 is based on a fuller review of the information on outcomes as presented by the country offices.

Table 2. Number of entries by typology and percentage of total outcomes (by typology and goal)

	Enabling environment	Poverty	Environment	Gender	Special development situations	% of total outcomes by typology
A. Capacity-building	422	326	300	214	120	66.5
B. Knowledge networking	88	33	61	34	[a]	10.4
C. Empowerment	77	50	103	25	5	12.5
D. Targeted/pilot interventions	[b]	134	15	48	22	10.6
Percentage of total outcomes by goal	28.2	26.1	23.1	15.5	7.1	100

[a] No knowledge-networking interventions recorded under this goal.

[b] No separate SAS on targeted interventions under this goal.

44. Impressively, the pattern remains the same as for the MYFF, perhaps confirming the robustness of the methodology. A total of 67 per cent of the outcomes relates to capacity-building, compared to 70 per cent in the MYFF document. Examining the capacity-building category (A) in more detail, it is the area of policy, regulatory and legal frameworks (A1) that remains the most prominent, accounting for 42 per cent of outcomes, as opposed to the original 38 per cent (see also box 2).

Box 2: A. Capacity-building – a closer examination

As table 2 shows, capacity building outcomes accounted for over two thirds (67 per cent) of total outcomes. Within this category, as can be seen from the figures below, improvements in policy, regulatory/legal frameworks, followed by institutional capacity outcomes, were the most significant. Far fewer outcomes related to social cohesion and data collection and monitoring, at 14 and 10 per cent respectively.

A.1	Policy, regulatory/legal frameworks	42%
A.2	Social cohesion	14%
A.3	Institutional capacity	33%
A.4	Data collection and monitoring	10%

45. While most findings are specific to goals and sub-goals and as such are presented in the relevant chapters, it may be useful to highlight some broad findings.

1. On overall performance trends

46. Producing quantitative measures of performance was considered essential in order to set a basis for comparing and analysing relative performance. This concern is consistent with the UNDP emphasis on "managing for results". It also allows for a more detailed examination of issues highlighted by the performance analysis.

47. Table 3 summarizes performance in terms of the typology of generic outcomes and the five goals. The relatively high progress in the first goal is noteworthy across all categories. The relatively low performance for A.2 – social cohesion – and the environment goal, on the other hand, is a source of concern. Equally, the low performance for poverty and gender at the policy level needs further examination. This is assessed in more detail in later chapters.

Table 3. Performance rates for capacity-building category (percentages)

Goals / Outcomes	Enabling environment	Poverty eradication	Environment	Gender	Special development situations
A1. Policy regulatory framework	78	62	77	59	76
A2. Social cohesion	73	85	56	67	67
A3. Institutional capacity	75	70	63	77	71
A4. Data collection	[a]	70	67	67	[a]

[a] No separate SAS on data collection under this goal..

48. Assessing performance across regions brings equally interesting insights. Table 4 presents figures reflecting the intensity of effort in each region with respect to the six goals. There is considerable variation across Goals within the same region: sub-Saharan Africa, for example, is heavily involved in governance and poverty reduction, but less so in environment, gender and SDS; Latin America and the Caribbean, while focusing on poverty and governance issues, is also achieving results in environment. Variations in focus and in rates of progress reported may reflect different country and regional circumstances and needs, and are assessed in more detail in chapters IV and V.

Table 4. Summary of reporting by goal and region (number of country offices)[a/]

	Enabling environment	Poverty	Environment	Gender	Special development situations	Support to United Nations
RBA	40	41	32	28	9	39
RBAP	22	22	21	19	15	23
RBAS	17	17	15	12	8	16
RBEC	22	21	19	21	16	20
RBLAC	24	24	23	15	7	20

[a/] The total number of country offices covered by the respective bureaux are: RBA-45; RBAP-24; RBAS-18; RBEC-22; RBLAC-24.

2. Some substantive findings

Policy frameworks

49. Upstream versus downstream. The ROAR confirms that UNDP is moving upstream and is performing generally well at that level. Yet, the analysis also points to the lack of strong links between UNDP policy work and its direct interventions. Most of the micro-interventions are focused on community interventions, especially in Africa. There is some evidence of a shift towards linking project-specific work and its results to policy frameworks; for instance, in the area of micro-finance, where UNDP works mostly at the downstream level. In a few countries, the experience gained at the downstream level is being fed into the design of policy and institutional frameworks to broaden access of the poor to microfinance.

50. Policy work. It must be borne in mind that the outcomes of the policy work carried out by UNDP do not all have the same development value. Outcomes dealing with advocacy and awareness-building can be seen as initial outcomes, with outcomes relating to the actual formulation and implementation of policies going more directly to the notion of actual development change. UNDP is active and appears to do well across all regions in advocacy and promoting awareness of SHD issues and policies, with national human development reports (NHDRs) as a key instrument. There is a greater differentiation among regions when assessing performance in terms of outcomes dealing with the formulation and implementation of policies. In Africa, for instance, UNDP is concentrating on policy formulation while in Europe and the Commonwealth of Independent States, UNDP is focused mostly on promoting awareness about SHD issues.

51. Governance programmes and poverty reduction. The link between these is not well established. The ROAR analysis highlights this as an important challenge for UNDP in making certain that its policy work is focused on promoting pro-poor policies across the board.

Capacity-building

52. Some trends can be discerned:

- Concerning A2 – social cohesion – the data point to considerable emphasis by UNDP in promoting civil society and public-private partnerships. This has emerged as a strong feature of UNDP work;

- A sizeable proportion of the governance category, about 50 per cent, still goes to public sector improvement activities (A2), a traditional product line of UNDP. A closer analysis may be useful here: one finding shows that much of the assistance in this area appears to be directed more at existing institutions than at helping to create new ones;

- Although data collection does not come across as strongly as might have been expected, there are a number of positive experiences, especially involving NHDRs as major vehicles for developing new data frontiers, such as developing gender-disaggregated data at the provincial levels and advocating their use for policy-setting.

Knowledge networks

53. Knowledge networks do not feature prominently across the goals, except in gender, pointing to the need for more attention in the future, given their strategic value in effective aid delivery.

Beyond activities

54. Finally, in several areas such as elections and work with legislatures, there is discernible movement towards going beyond traditional activities into sensitive areas, such as democracy-strengthening and transparency, that can advance the ability of governments to address emerging challenges in the current environment. The ROAR analysis presents several specific opportunities that need to be capitalized upon and that can help to move the organization more sharply into alignment with the Administrator's vision of UNDP as a knowledge-driven global advisor and catalyst.

IV. Analysis by goal

A. Creating an enabling environment for sustainable human development

B. Poverty eradication and sustainable livelihoods

C. Environment and natural resources

D. Gender equality and the advancement of women

E. Special development situations

F. UNDP support to the United Nations

A. Creating an enabling environment for sustainable human development

55. At $186 million, this category accounts for 38 per cent of estimated expenditures for 1999 from the core budget. Its importance, however, is probably better reflected when looking at total expenditures, including non-core resources, in which case the amount rises to $790 million, representing 57 per cent of overall UNDP expenditures in 1999.

56. When ranking the four sub-goals in this category by expenditures, the first is the promotion of an efficient and accountable public sector (sub-goal 4), with $323 million. The next two are promoting national, regional and global dialogue on sustainable human development (SG1) and strengthening the capacity of key governance institutions (SG2), with about $240 million each. The promotion of decentralization (SG3) comes in last at $167 million.

57. Overall reporting levels are very high, with almost all country offices reporting (figure 3(a)), and average performance appears to be good for the goal as a whole (figure 3(b)). All regions included, country offices reported a 72 per cent rate of progress against intended outcomes. The quantitative analysis of progress presented in figure 3(b) needs to be complemented by a qualitative analysis that enables levels of progress within a region to be seen in conjunction with the scale of ambition being pursued.

Figure 3(a). Goal one. Total of country offices and number reporting (by region)

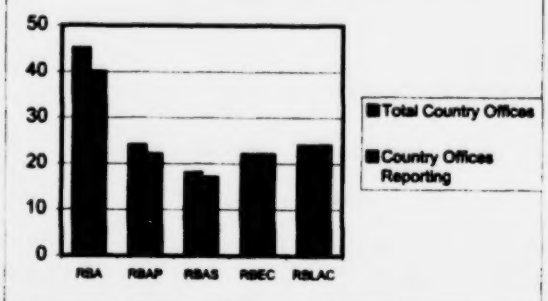
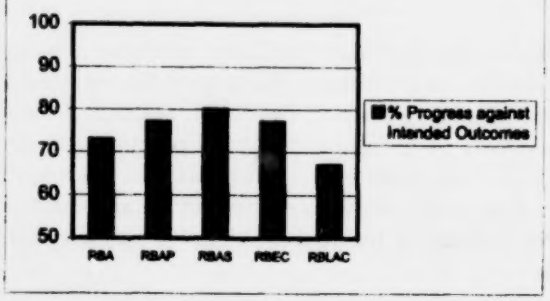


Figure 3(b). Goal one. Progress against intended outcomes reported by country offices (percentage)



58. The key findings of the ROAR analysis are:

- UNDP results under this goal are overwhelmingly of an upstream nature. Performance for these types of results averaged 70 per cent. Over 60 per cent of results serve capacity-building objectives and are divided almost equally between policy, regulatory or legal frameworks and support to institutional capacity;

- Advocacy on SHD matters and related policy formulation forms a key result area for UNDP;

- Justice and human rights are growing in importance for UNDP, with an emphasis on institutional development and civil society awareness. This is best shown in RBEC, RBLAC, and some conflict-stricken countries such as Afghanistan, Angola, Burundi, Democratic Republic of the Congo and Sudan;

- The ROAR data indicate a relatively modest link between the global, regional and country-level activities. This may warrant more attention in the future;

- The ROARs have documented a noteworthy dimension of UNDP presence at country level: as a partner with whom to expand steadily the institutional space for participation in governance; as a facilitator bringing together different national actors in consultative processes; as a technical adviser on the legal and institutional aspects of decentralization; and as a source of assistance in empowering civil society, local governments and communities to play a more active role in decision-making;

- Several countries are pioneering innovations in the area of governance, some of them potentially replicable on a large scale. These include identification of new country-focused measures of development such as vulnerability and deprivation indices, use of subnational human development reports to stimulate action in several programme countries, use of public opinion research to inform the development and political debate at the national level, and the creation of development funds as well as the exploration of private-sector financing options to expand the resource base of local governments.

Analysis by sub-goal and strategic area of support

59. The ROAR data confirm the same pattern of priorities as that presented in the MYFF although both differ from the earlier ranking produced by the data on expenditures. By number of interventions, the four sub-goals ranked as follows:

- Strengthening key government institutions (221);
- Public sector reform (137);
- SHD awareness and policy-making (127);
- Decentralization (97).

60. At the more specific level of strategic areas of support, the highest levels of reporting addressed:

- Promoting awareness of SHD and policy formulation (77);
- Promoting an efficient and accountable public sector that serves all citizens (65);
- Promoting good governance (56 entries);
- Reforming and strengthening judicial systems (47);
- Developing institutional capacity and parliamentary structures (41).

Sub-goal 1: Promote national, regional and global dialogue and cooperation to widen development choices for sustainable and equitable growth

61. Overall performance for the sub-goal is high with the rate of progress reported averaging 82 per cent. Promoting public awareness and policy dialogue on SHD issues (SAS 1) is a pivotal area for UNDP and registered the single, most important concentration of reporting in the entire goal with 77 entries and an equally high level of performance at 87 per cent. Results are clustered in two main groups, those linked to increased SHD awareness and debate and those centring on SHD policy formulation or long-term development initiatives.

62. Two broad comments can be made here. One, the ROARs show that significant headway is being made in raising awareness of SHD and in securing its recognition as an accepted element of the vocabulary of policy discourse. Two, from the ROAR evidence it is difficult to discern the UNDP response to key development issues of worldwide concern, such as the effects of globalization, debt reduction and the incorporation of a development dimension in the next round of multilateral trade negotiations. There are noteworthy exceptions, such as UNDP work to present alternative options in 1998-1999 in the aftermath of the Asian crisis and recent intellectual innovations by UNDP regarding the concept of global public goods. The latter has yet to take root at the country level, however.

63. The national human development reports have emerged as a powerful tool in raising awareness on SHD issues and as a springboard for policy advocacy. The global *Human Development Report* and UNDP leadership in the area of global public goods have also contributed to the international policy debate.

64. In 1999, some 75 NHDRs were produced, focusing on a wide array of development concerns. While this is the largest number ever, covering over half of UNDP country offices, NHDRs have not become a standard UNDP product worldwide (see box). A regional breakdown shows that RBEC attained a coverage of 100 per cent, with RBAP trailing with a modest coverage of only 28 per cent of country offices. NHDRs have led to innovative approaches in more effective monitoring of human development conditions in Brazil, Kyrgyzstan, Poland and Russia. In Uganda, the NHDR has led to the establishment of a human development policy-making forum, while in Senegal it has contributed to the formulation of national long-term development plan. Provincial and regional-level HDRs, and the creation of SHD centres in Argentina and Tajikistan have led to a new, broader policy dialogue on SHD concerns. SHD courses have been introduced at universities in Lithuania and Russia. NHDRs are also serving as important vehicles for developing partnerships. Several NHDRs were produced with funding from international development partners. Increasingly, national institutions, including non-governmental ones, are involved in the preparation of NHDRs. Finally, a number of regional reports have also been produced, such as the report on Human Security in South-East Europe, which have also played an important role in stimulating debate.

Box 3. National human development reports - Stimulating debate on SHD and policy formulation

- **Benin**: the 1997 NHDR on development and poverty was integral to the work of its national observatory and a critical contribution to the formulation of the national development plan for 1998-2002.
- **Brazil**: the 1996 NHDR provided comprehensive and dissagregated data on human development in 27 states, leading to increased revenue flows in the country's largest state, Minas Gerais, weighted by the municipalities with the lowest human development indexes (HDI). A CD-ROM with HDI trends for 4492 of Brazil's municipalities and communities was also produced.
- **China**: the 1999 NHDR focuses on an important subject of change in this country – transition and the role of the State in correcting market failures such as poverty and strengthening health, education and protecting the environment.
- **Egypt**: the NHDRs have been used by governates to secure increased funds for deprived areas in the budgetary process and are also frequently referred to in legislative debates by parliamentarians.
- Georgia: the NHDR focuses on economic and governance issues, including revenue collection and corruption, contributing to broad national debate on these issues.
- **India**: The publication of the first HDR in the State of Madhya Pradesh in 1995 has led to increased spending on social sectors from 19 per cent in 1995 to 42 per cent in 1998. Similar results are hoped for in India's other 25 states as each prepares to publish its own HDR.
- **Philippines**: following the 1997 NHDR, the President directed all local government units to spend at least *20 per cent of resources on human development priorities* with the HDI integrated into the national statistics structure. Moreover, the Department of Labour and Local Government is to monitor provincial and municipal HDI and to reward good performance.
- **Somalia**: the NHDR highlights the plight of "lost generations" as a consequence of the crisis in governance.

65. The remaining SAS in the sub-goal recorded very limited activity. The only exception is private sector support with some 29 entries registered, including just under one fourth of RBA country offices, albeit with very limited progress. Results here included improved legislation on the private sector in Madagascar, the development of export strategies in Armenia and Georgia, support to an investment promotion centre, also in Georgia, and industrial restructuring in Mongolia.

Sub-goal 2: Strengthening key governance institutions

66. This sub-goal accounted for just under half of all UNDP entries, and spans three clusters of results:

- Support to the parliament, national electoral commissions and the judiciary, which registered the highest level of reporting for the sub-goal;
- Special initiatives for social cohesion and a stronger civil society;
- The promotion of human rights.

67. Although these results are tied to sensitive issues, average progress against intended outcomes is 74 per cent, spearheaded by RBLAC with progress against intended outcomes averaging 95 per cent, followed by RBAS, RBA and RBEC, with RBAP in last place at 63 per cent. A high 81 per cent of interventions aim at capacity-building, particularly institutional capacity-building that in itself represents about half of the total number of interventions in this area.

68. While the major findings under this sub-goal are analysed in section V.A, it may be useful to highlight that UNDP is emerging as a broker or facilitator, bringing together government, civil society and the private sector in a variety of consultative processes. With specific reference to human rights, UNDP is most active in Latin America and the Caribbean and Europe and the Commonwealth of Independent States although some initial steps are being undertaken in the Arab States and the Asia and the Pacific regions through awareness-raising and legislative improvements.

Sub-goal 3: Decentralization supporting local governance and empowering communities

69. Although popular within the Asia and the Pacific region, this sub-goal revealed relatively low reporting, with progress averaging 61 per cent. Results combine policy support and capacity-building components for the government and, to a lesser extent, civil society structures. The promotion of participatory frameworks (SAS1) registered the highest number of interventions for the sub-goal (32) but with progress at only 59 per cent. Progress was made in enhancing the ability of civil society organizations (CSOs) to defend the interests of their constituents and to play a more active role in the decision-making process. A second cluster of results centres on the role of the state in creating a more participatory environment.

70. The development of sound decentralization policies (SAS2) was most heavily reported on within RBAP. Results vary from assisting with policy and legislation on decentralization in countries such as Cambodia, Samoa and Thailand, to assistance with the creation of additional funding mechanisms at the local level in Bhutan, Cambodia, Indonesia, Mongolia, and Nepal.

71. Progress in decentralization was complemented by the strengthening of the capacity of local authorities (SAS3) in Asia and the Pacific with nearly half of RBAP offices reporting, as well as in Africa, where approximately a quarter of African offices were active. With the objective of improving local planning and management capacities, progress averaged a modest 62 per cent, with results such as the establishment of improved budgeting and accounts systems in Asia and assistance to conceptual development and implementation of new local government structures in Africa.

72. An analysis of the overall information received underscores the fact that UNDP is approaching decentralization issues not only as technical issues. Dialogue with central and local authorities to design specific national policy frameworks as well as the promotion of a participatory approach are essential dimensions of UNDP support where neutrality plays an important role. Results intended through this approach remain, however, limited, underlining the need for more strategic interventions and expanded partnerships in support of intended results. It should also be noted that UNDP support for decentralization does not, as a rule, have an explicit link to poverty-reduction objectives.

Sub-goal 4: Supporting an efficient and accountable public sector

73. Public sector reform continued to prove a key area of UNDP support in 1999. It accounts for the highest combined expenditure level and the second highest level of reporting, with 24 per cent of the portfolio for the entire goal. Average progress against intended outcomes is good, at 71 per cent, headed by RBAP with 78 per cent.

74. The majority of entries concerned support for public sector efficiency and improved economic management (SAS1), for which progress averaged 70 per cent. This was particularly significant for RBA, with 18 country offices active and a rate of progress of 83 per cent. The effective and equitable delivery of public sector goods was the major focus in RBLAC, with 9 country offices reporting, as well as in RBAS, where approximately one third of all offices provided updates in relation to both public sector efficiency and public goods delivery.

75. In Africa, the results targeted the development of plans, laws, regulations and new organizational structures to strengthen macro economic or public finance management. The Asia and the Pacific and the Arab States regions shared a focus on administrative reform and improved human resources. Information technology was a specific dimension of results in RBLAC, with institutional strengthening through the introduction of innovative information systems.

76. Promoting increased transparency levels and combating corruption, the second SAS, were of particular significance for RBAP and RBLAC, with about one third and one quarter of all country offices reporting activities, respectively. Progress averaged 76 per cent. Notable progress was made in the field of institutional development, particularly for RBEC and RBLAC, with results including the establishment of national bodies to fight corruption in Bolivia, Colombia and Georgia. In both RBA and RBAP, results focused on improved and more transparent management systems in areas relating to national accounts, audit and revenue. In RBAS, UNDP has contributed to the progress made by Morocco in fighting corruption.

77. Although aid coordination received relatively limited reporting in this goal, it is important to see it in conjunction with the reporting by country offices on goal six, UNDP support to the United Nations. Aid coordination in both goals shows a good level of progress, with about 70 per cent for goal one. Results ranged from initiatives in RBA designed to improve structures and coordination, to an emphasis within RBEC on improved availability of data through the establishment of upgraded database systems. However, progress often covered technical issues, where UNDP interventions led to improvements, and less frequently dealt with the policy level or the coordination of positions among all stakeholders at the country level. This conclusion is reinforced by the findings of a recent UNDP evaluation on the round-table mechanism.

Emerging issues

78. The emerging issues in this category are:

- The ROAR analysis, seen in conjunction with the issues raised in the Administrator's Business Plans, provides a timely opportunity for UNDP to reassess and refine its strategy for support of governance. In particular, there is a pressing need to apply a systematic approach towards global SHD concerns, paying particular attention to how its intellectual products are developed and diffused.

- The ROAR data indicate that UNDP is not yet systematically incorporating its insights on poverty reduction into its approaches to governance. UNDP support across a wide range of enabling environment issues, ranging from decentralisation, to public sector reform, or support to the judicial system, needs to become more connected to the needs of the poor. This is examined in more detail in section VI.A.

- The ROAR analysis suggests a need to take on board the lessons emerging from the recent joint Government of Germany/UNDP evaluation of decentralization and local governance, and various other case studies and syntheses of best practice. Although there have been some successes, decentralization does not appear to have been prioritized by the regional bureaux other than RBAP, possibly because of doubts concerning its linkage with poverty reduction. It also currently has the lowest performance level of all the sub-goals.

- The ROAR highlighted the significance of the NHDRs as a powerful tool to stir development debate, particularly in countries where civil society is weak and reliable data scarce. Building on this, there is now a need to undertake a determined corporate effort to have NHDRs produced by all country offices, so that their potential can be harnessed as a critical vehicle to promote focused attention on key development issues at the national and regional levels.

- The ROAR data also suggest the need for a review of the linkages between global, regional and country office programming. Country office ROARs often omitted to report progress realized through global or regional initiatives, suggesting that improved results may well require closer integration of global, regional and country-level programming.

B. Poverty eradication and sustainable livelihoods

79. Over $195 million of estimated UNDP expenditures from core resources were spent on poverty eradication and supporting sustainable livelihoods. This accounts for 40 per cent of UNDP core resources – 31.6 per cent when cost-sharing contributions are taken into account since only 29 per cent of non-core resources are earmarked for poverty.

Figure 4(a). Goal two. Total of country offices and number reporting (by region)

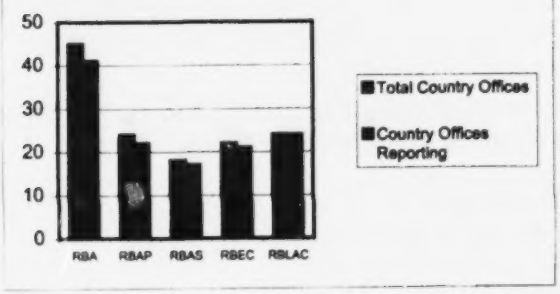
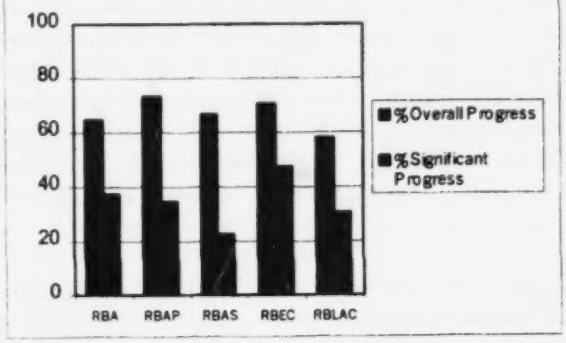


Figure 4(b). Goal two. Progress against intended outcomes reported by country offices (overall and significant, by percentage)



80. All country offices in RBLAC reported on poverty eradication, with very high levels of reporting from other regions (figure 4(a)). The Asia and the Pacific region showed the highest rate of progress against intended outcomes, at 74 per cent, closely followed by Europe and the Commonwealth of Independent States but with sub-Saharan Africa (64 per cent) and Latin America and the Caribbean (58 per cent) at somewhat lower levels (see figure 4(b)).

81. Figure 4(b) reflects an attempt to differentiate between significant progress and some progress. It is apparent from the figure that the regional bureaux reporting the highest levels of overall progress differ from those reporting the highest levels of good progress. Future ROARs may consider extending this two-tier graphical presentation of progress across the report as a whole.

82. The key findings of the ROAR analysis are:

- ROAR data reveal good progress made in capacity-building. UNDP is making headway in all five regions in advocacy and awareness-raising. There is evidence of a correlation between UNDP achievements in advocacy and the development of policy and legal frameworks. While several breakthroughs were reported, this correlation is not systematically reported;

- UNDP is active in helping to review existing legislation and to prepare recommendations for changes. The involvement of civil society and the promotion of a broad national dialogue should be stressed as a key dimension of UNDP work that is yielding positive results;

- Downstream expenditures were about double those for upstream. This was confirmed in the ROAR data, particularly in Africa. The strategic areas of support relating to health epidemics, social services, employment, microfinance and self-organization of the poor cover UNDP results for empowerment, participatory approaches and targeted/pilot interventions. They target the local community level and the UNDP contribution is made in the form of technical cooperation projects;

- UNDP downstream interventions overall yielded positive results that were strongly documented in terms of actual changes occurring and numbers of beneficiaries. These results are frequently not combined with a UNDP involvement at the upstream level for policy formulation and legal/regulatory frameworks.

The analysis of employment promotion and microfinance provides a strong case in point in that respect;

- Knowledge dissemination and networking, through information technology, is an emerging area for UNDP. A limited number of results were delivered, mostly to strengthen civil society organizations focusing on poverty. Global and regional programmes contributed to and reported progress towards the development of networks as well as regional and cross-regional exchanges of experience;

- A limited number of UNDP results included a specific gender component. Progress benefiting women was mostly reported for employment promotion and access to microfinance services (see below and in the analysis of the gender category).

Analysis by sub-goal and strategic area of support

83. The ROARs confirm the trends highlighted in the MYFF document. In terms of frequency of UNDP anti-poverty interventions, by number of country offices reporting, UNDP intended results focused on:

- National pro-poor policies and anti-poverty plans (84);
- Entrepreneurship promotion and access of the poor to microfinance services (74);
- Employment promotion among the poor (67);
- Self-organization of civil society and the poor (59).

Sub-goal 1: Promote poverty-focused development and reduce vulnerability

84. The largest area of support for UNDP relates to the development of pro-poor policies and anti-poverty plans. The contribution of NHDRs in highlighting poverty issues and presenting policy options should be underscored. In a large number of countries, poverty was made the central issue of NHDRs for a given year. NHDRs present data disaggregated by gender and region, which serve as inputs to national dialogue and future policy decisions. The large audience reached and the high level of decision-makers involved in the NHDR make the report a powerful UNDP tool to promote pro-poor policies. Country office ROARs provide examples of NHDR recommendations translating into actual policy changes (see detailed analysis in section VI.B).

85. UNDP efforts to increase awareness and recognition of national poverty and equity issues are captured in a separate outcome, which shows that UNDP is making strong advocacy efforts in countries in transition (in Europe and the Commonwealth of Independent States and Mongolia) and those emerging from financial crisis (Indonesia, Thailand). Out of the 13 countries where UNDP is active, country offices report an 85 per cent rate of progress against intended outcomes, with interventions targeted both at the public and at policy-makers. In the former case, UNDP used media to disseminate information on emerging poverty issues and stir national debate. In the latter, results were achieved mainly through submission of analytical papers and national conferences involving government officials, members of Parliament and representatives from NGOS and civil society. Indicators demonstrated a meaningful increase in media coverage of poverty issues and a higher frequency of references to those issues by senior government officials. The promotion and implementation of pro-poor policies (outcome B) also yielded positive results with 62 of the 81 reporting country offices registering progress (see also detailed analysis).

86. Almost two thirds of the 36 country offices reporting on social protection indicated progress. Social protection is not an area of high concentration for UNDP, except for countries in transition in Europe and the Commonwealth of Independent States, where 13 offices reported and 6 registered progress. UNDP interventions consisted of global recommendations, including a white paper on social security reform in

Bulgaria and targeted assistance to preparing a draft law on specific issues such as pension reform in Belarus.

87. Prevention and reduction of health epidemics, almost exclusively HIV/AIDS, is comparatively more important. UNDP is involved in raising awareness, supporting national programmes and making community-level interventions. A cross-regional reading, however, reveals significant discrepancies in the overall frequency of interventions and the types of results achieved, as shown in table 5.

Table 5: ROAR results on prevention and reduction of the HIV/AIDS epidemic

	Awareness-raising		National programmes		Community level interventions	
Regions	Countries	Progress	Countries	Progress	Countries	Progress
Africa	5	3	10	6	3	1
Arab States	1	1	3	1	0	0
Asia and the Pacific	6	4	7	5	5	3
Europe and the Commonwealth of Independent States	3	3	8	5	4	3
Latin America and the Caribbean	1	1	4	1	2	2
TOTAL	16	12	32	18	14	9

88. The strengthening of national capacity for the collection and dissemination of data and their use in policy formulation are features of the role of UNDP in institution-building. All regions reported significant progress, ranging from poverty assessment and surveys to the creation or strengthening of government institutions in charge of poverty monitoring. Institution-building of centres for economic research for tracking progress in SHD trends characterized UNDP work in countries such as Burkina Faso, Colombia, Niger, Republic of Moldova, and Uzbekistan.

Sub-goal 2: Promote the livelihoods of the poor through strengthened self-organization and access to assets and resources

89. Of the six strategic areas of support in this sub-goal, two are revealed by the ROAR as priorities: employment promotion and the promotion of entrepreneurship and access to microfinance. These two SAS received reports from 67 and 74 country offices, respectively, making them by far the largest areas of concentration for the entire sub-goal. UNDP is performing particularly well in working with local authorities and communities at the municipal level in the Latin America and the Caribbean region.

90. Under the SAS addressing employment promotion, the increased employment and self-employment of the poor is the main outcome, with reports from 53 country offices and progress against intended outcomes at 62 per cent. UNDP provides support through direct training or through advisory centres providing support to the poor. Significant headway was made in the Arab States, with 9 country offices reporting and 7 stating some progress. Asia and the Pacific and Europe and the Commonwealth of Independent States performed well with 16 and 6 offices reporting, 11 and 5 making progress, respectively. In Africa and in Latin America and the Caribbean, despite the active involvement of UNDP (11 offices from each region), interventions appeared more diverse and results less impressive, with progress reported for only one half and one third of cases, respectively.

91. It is of concern to UNDP that in this important area, little evidence is found of positive results in direct interventions translating into change at the policy-making level (see table 6). Only 15 country offices, mostly from Asia, are active in strengthening national capacity for the monitoring of the labour market and the development of pro-poor employment policies (outcome B) and 9 of them showed progress, including

Bhutan and Sri Lanka, with partnership development in the latter taking the form of a skills development fund instituted and co-owned by the Government and the private sector.

Table 6: Comparison between direct interventions and policy-level interventions

	Number of country offices reporting	
	Employment	Microfinance
Direct interventions	53	50
Policy-level interventions	15	17

92. Access to microfinance and entrepreneurship promotion, although a relatively new area for UNDP, yielded positive results for all three outcomes (see also box 4). A high rate of success was registered for micro-enterprise start-up and expansion with 82 per cent of the 23 reporting country offices showing progress. Change seems, for the time being, to be relatively more limited in the strengthening of microfinance institutions. UNDP is currently pursuing this objective in 50 countries, with tangible progress in 32. This is a large-scale undertaking in Africa, Asia and the Pacific and the Arab States, where the level of involvement is exceptionally high with 13 country offices reporting, but progress is limited with about one half of offices reporting no progress as yet.

93. As for employment, direct interventions do not necessarily lead to UNDP upstream involvement. Only 17 country offices, primarily in Asia and the Pacific and Europe and the Commonwealth of Independent States, reported work at the policy level for microfinance. When it is active, however, UNDP plays a key role and reaches significant tangible results. A total of 76 per cent of active country offices saw improvements at the policy level for microfinance development. This included the amendment of regulations, including banking regulations, which UNDP supported in Cambodia, Kazakhstan, Mongolia, and the Philippines, among other countries.

Box 4. Microfinance: From downstream projects to upstream policy support

UNDP in Argentina is formulating policy proposals to support micro-enterprises based on best practices and international experiences.

In Cambodia, UNDP support resulted in the licensing of an NGO as a private microfinance corporation.

In Ghana, UNDP has been instrumental in empowering poor communities through the formulation of a national microfinance policy framework.

Regulations on non-banking financial institutions were improved in Kazakhstan on the basis of recommendations of a round-table meeting on micro-lending, facilitated by UNDP with the participation of the Government, donors and NGOs.

Access of the poor to microfinance is improving in Madagascar through partnership between the World Bank, UNDP and UNCDF. As a result of interventions, a national policy is being developed.

In partnership with UNCDF, MicroStart in Mongolia allowed for the creation of the first finance company in Mongolia and the nation's first legally registered micro finance institution. It contributed to the development of the Central Bank Regulation on Non-Banking Finance Institutions (NFBIs) and changes to the laws on banking, the civil code and company law. The standard chart of accounts and accounting manual for NBFIs developed by MicroStart have been adopted by the Central Bank.

94. With 49 ROARs received, securing access of the poor to basic services, particularly health and education, is a relatively important SAS in all regions but the Arab States (three offices reporting). Two thirds of reports indicated positive results achieved through participatory approaches and local partnership-building.

95. Reports and results were strikingly modest in supporting structural reforms in the rights of the poor to access to land and natural resources. Only 13 country offices provided reports and only one third reported positive changes in this area.

96. Interventions for food security were concentrated in Africa and Asia, with 13 countries reporting in each of the two regions. Almost all of them reported progress with an emphasis on rural areas and training of farmers.

97. Efforts to promote the self-organization of the poor were reported on from all five regions and yielded positive results with progress against intended outcomes averaging 66 per cent. Reports complement information on UNDP work for and with civil society, which was provided in the SRFs on enabling environment for SHD and gender. UNDP emphasizes the mobilization of poor communities (outcome A), with 39 countries reporting. Progress was significantly above average in Asia and the Pacific, where 10 country offices out of 13 reported significant progress. UNDP usually fosters the creation of associations, of and for the poor, in rural areas and obtains particularly good results in facilitating the national and international networking of these associations. Applying the same approach, UNDP is making progress in increasing the capacity of CSOs in policy analysis and advocacy (outcome B). A total of 19 country offices provided reports on their results, with particularly significant progress made in the Asia and the Pacific region and the Commonwealth of Independent States.

Emerging issues

98. The emerging issues in this category are:

- An analysis of the first ROARs on poverty strongly suggests that while UNDP is frequently a key player in the development of national macro pro-poor policies and anti-poverty strategies, community-based work still accounts for a significant part of UNDP work to alleviate poverty. Although they frequently yielded tangible progress, these interventions reach only a limited number of poor communities and vulnerable groups and do not systematically contribute to UNDP support for policy development. The link between the two levels of intervention needs to be further developed to increase the impact of the organization's results.

- Despite their importance, knowledge networks do not come out strongly in the analysis. This may require UNDP to define a coherent strategy for networking and knowledge-sharing in the area of poverty reduction at both the country and headquarters levels.

- The SRF for poverty can be substantially strengthened through the consolidation of the strategic areas of support that get little demand from programme countries and with a clearer statement that micro-interventions should be supported only if they provide a demonstration value and are intended for upscaling and linking to policy frameworks.

C. Environment and natural resources

99. Environment was the third largest beneficiary of estimated UNDP expenditures in 1999. The category absorbed 14 per cent of total expenditures ($240 million), of which non-core resources amounted to $170 million, a third of which came from UNDP/Global Environment Facility (GEF). Analysis by type of activity indicates that downstream activities absorbed more than one third of total expenditures.

100. Overall performance by region is shown in the tables below. Performance according to income category reveals that country offices in the net contributor countries, albeit a small group, are making the best progress followed at approximately the same level by those in the low-income countries, the middle-income countries and the least developed countries.

Figure 5. (a) Goal three. Total of country offices and number reporting (by region)

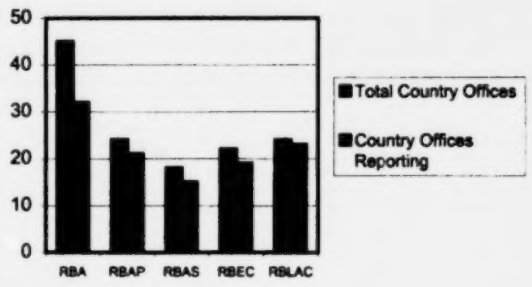
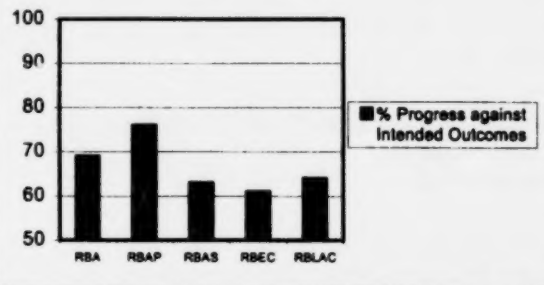


Figure 5(b). Goal three. Progress against intended outcomes reported by country offices (percentage)



101. The key findings of the ROAR analysis are:

- Reporting by country offices is generally concentrated in the priority areas identified in the MYFF. Progress reported by country offices against intended outcomes averaged 67 per cent.

- Performance for downstream activities was significantly lower than the average rate of progress for this category; these include micro or targeted programmes, awareness-raising, and technology development. Coincidentally, these are also the areas where UNDP cooperation is de-linked, for the most part, from policy and institutional change.

- Results were more visible for upstream activities aiming at developing policy and regulatory frameworks, including the follow-up to global agreements, data collection and analysis and capacity-building.

- The substantive focus of action appears to be converging on climate change, biodiversity and, to a lesser extent, desertification although there is still evidence of a significant dispersion of effort.

- GEF funding appears as a critical determinant in shaping the overall direction of UNDP activities in this category. GEF influence extends to the types of activities being pursued, whether in the areas of policy, legislation and regulation, capacity development, data collection and analysis or micro-interventions.

- Looking at the range of results, from advocacy to actual change in development conditions, UNDP is still largely at the start-up phase – that is, helping to lay the groundwork for accelerated action by national partners. This implies that the next two to three years will be particularly critical in revealing whether UNDP can move beyond this initial phase of activity and help to generate meaningful development outcomes.

- Finally, there are a number of potentially leading-edge activities being reported by country offices, in the areas of resource mobilization, public-private partnerships and regional action (see box 5).

Box 5: Innovation for sustainable development

There is substantial evidence from the ROARs of innovation by UNDP in pursuit of sustainable development. In resource mobilization, for example, in addition to debt swaps of the type initiated by Jordan, a number of country offices are working to establish financing mechanisms for environmental programmes by enabling the creation of trust funds, usually of two main types: for the sector as a whole, as in Mongolia, Senegal and Ukraine and The Former Yugoslav Republic of Macedonia; and targeted at specific concerns such as desertification as, for instance, in Ethiopia, Lebanon and Sudan.

Another growing dimension is partnership with the private sector. To take a few cases in point, a combination of awareness-raising, training and support for the creation of CFC recovery and recycling centres was provided in Sri Lanka; support was given for the establishment of the Renewable Energy Industries Association in China; collaboration is being promoted between the public and private sectors in Colombia on the Clean Development Mechanism; and assistance was provided for the preparation of the Business Agenda 21 in the Philippines.

Beyond the national level, intercountry, subregional or regional initiatives represent a key component of UNDP efforts, including, for instance, binational efforts between Peru and Bolivia on Lake Titicaca and between Cuba and Jamaica on the decontamination of bays; the World Bank/UNDP Transboundary River Initiative, with an initial focus on the Nile and southern Africa, which is looking at issues of water-sharing; and support for implementation of the Strategic Action Programme for the Red Sea.

Analysis by sub-goal and strategic area of support

102. The first sub-goal, concerning the integration of environmental management in development policies and programmes, accounts for a higher share of reporting in the ROARs than was the case for the MYFF. The relative importance of each SAS, however, is generally consistent with the MYFF and reveals the following ranking:

- Ratification of, and national follow-up to, international conventions and agreements (67 countries);
- Legal/regulatory frameworks and policy implementation (52 countries);
- Management capacity of national environmental agencies (49 countries);
- Capacity for local participation in programme design/implementation (45 countries);
- National/local programmes for sustainable environmental management (43 countries); and
- Capacity for data collection, analysis and dissemination (42 countries).

103. On the critical issue of performance, data in table 7 – which are presented according to the typology of outcomes proposed in the MYFF (see figure 1) – show that country offices have made the most progress in pursuit of outcomes focused on the development of policy, legal and regulatory frameworks, followed by those aimed at building capacity for data collection and analysis as well as, more broadly, environmental planning and management. Performance in areas of direct support – embracing both empowerment and targeted/pilot interventions in table 7 – is at the lower end of achievement with country offices reporting progress against intended outcomes at about 50 per cent.

104. Confirming the findings noted above, analysis of performance according to sub-goal reveals that sub-goals 1 and 3, which are mostly focused on policy/legislation/regulation and capacity development,

record the highest rate of progress reported against intended outcomes – about 70 per cent – whereas sub-goal 2, primarily emphasizing direct assistance to target areas or population groups, does significantly worse with only around 60 per cent progress against intended outcomes.

Table 7. Performance by typology of outcomes

Typology of outcomes [a]	Estimated performance (%)
A. Capacity development	
A.1 Policy, legal and regulatory frameworks	77
A.2 Increased social cohesion	56
A.3 Institutional capacity	63
A.4 Data collection and monitoring	67
B. Knowledge networking	61
C. Empowerment	66
D. Targeted/pilot interventions	73 [b]

Notes:

[a] The typology is based on the description in the MYFF document (DP/1999/30), see also figure 1, p.5.

[b] The numbers here are too small to provide a robust conclusion. There are, however, some components of empowerment that are very similar; adding them to the calculation substantially lowers the figure, to about 50 per cent.

Policy frameworks and follow-up to global agreements

105. In analysing overall performance, two strategic areas of support appear pertinent here (in fact, there is some overlap in reporting): first, the development of laws and regulations from sub-goal 1 (SAS1); and, second, the follow-up to international conventions and agreements from sub-goal 3 (SAS1). In both cases, performance appears to be particularly encouraging, with about three quarters of country offices reporting progress (see table 2). Africa performed best in these two areas, followed by Asia and the Pacific, and, at similar levels of performance, the Arab States and Latin America and the Caribbean. Relative to the other regions, the Europe and the Commonwealth of Independent States region does less well although still with about 60 per cent of offices reporting progress.

Table 8. Policy, legal and regulatory frameworks (G3/SG1/SAS1(a))

Regions	Number of countries reporting	Significant progress	Some progress	No change	No update
Africa	8	6	2	-	
Arab States	10	5	2	-	3
Asia	16	7	6	2	1
Europe and the Commonwealth of Independent States	9	5	-	-	4
Latin America and the Caribbean	9	6	1	-	2
Total	52	29 (56%)	11 (21%)	2 (4%)	10 (19%)

106. All regions report progress in the formulation, discussion and official endorsement of environmental strategies and/or action plans, for the sector as well as for goals specifically geared towards biodiversity and desertification. For example, national strategies for Agenda 21 have been completed in about 25 countries and national action programmes to combat desertification and drought have been launched in 50 countries and implementation initiated in 30 of them.

107. All regions (with the Arab States to a lesser extent) report progress in the drafting and/or adoption of policy, legislation or regulation on a broad mix of environmental issues such as authority and responsibilities in environmental management, land/water use, environmental or energy conservation, social forestry and waste management. The results being pursued range from the drafting of policies on legal, regulatory and institutional issues in Malaysia and Samoa to studies on legal and regulatory frameworks, including alternative options and scenarios, for 12 states in Brazil; and, from preparing legislative documents in Ukraine on the transfer of authority from central to local levels on the regulation of natural resources use and environmental management to advocacy facilitating the creation of the Ministry of the Environment in Nigeria.

108. All regions (with Africa to a lesser extent) report progress in the compilation of national greenhouse gas inventories, formulation of action plans and legislation on climate change and preparation of national reports to the United Nations Framework Convention on Climate Change. Specific examples include ongoing development or completion of national action plans on climate change in a diverse group of countries such as Albania, Argentina, Islamic Republic of Iran, Kazakhstan, Sri Lanka, The Former Yugoslav Republic of Macedonia, and Venezuela; and assistance for preparation of CFC production phase-out plans or legal frameworks in Bangladesh, China and Egypt.

Developing capacity for improved environmental management

109. Capacity development is targeted at improving capabilities in environmental management and, more specifically, data collection and analysis. Focusing on capacity for improved environmental management requires examining action at two levels: national and sectoral environmental bodies (sub-goal 1, SAS2) and local authorities and other stakeholders (sub-goal 2, SAS2).

110. Although there is significant variation at national or local levels, it is still possible to make some comparative comments on performance: (a) Europe and the Commonwealth of Independent States and Asia and the Pacific perform well in building capacity at both national and local levels with more than three quarters of offices reporting progress; (b) both Africa and Latin America and the Caribbean seem to be recording about twice the rate of progress in capacity development at local levels compared to national levels; and (c) the reverse appears to be the case with the Arab States although this finding needs to be treated with caution in view of the high proportion of non-reporting.

111. The types of results reported by country offices vary according to whether they are at the national or local levels. At the national level, results fall into two main areas.

112. First, most regions (Latin America and the Caribbean to a significantly lesser degree) report achievements centred on the establishment or reorganization of bodies or systems involved in environmental planning, management or coordination. The results being realized include, for instance, the development of a plan for an environmental auditor's registry system in the Philippines; assistance for the establishment of ozone units in Malaysia and Nepal (among 22 such bodies established globally); preparation of proposals for the restructuring of ministries of the environment in Armenia and Georgia; and support for the establishment of environmental training and/or studies centres in Kuwait and the United Arab Emirates.

113. Second, all regions report progress in awareness-raising and skills training of governmental and non-governmental staff as well as some support for the formation or reorganization of environmental bodies. The emphasis is on building awareness of national obligations arising from the global conventions

and developing skills in environmental and natural resources management, natural-resources accounting, and programme and project planning, management and evaluation.

114. The most notable results reported from efforts at the local level centre on progress at the various stages of preparing local environmental action plans. Examples include the launch of local Agenda 21 initiatives in two thirds of the provinces in China and the preparation of local environmental actions plans in Bhutan, Kazakhstan, Republic of Moldova, The former Yugoslav Republic of Macedonia, Turkey and Ukraine.

115. Performance in the other major area of capacity development, improved data collection, analysis and dissemination (SG1/SAS3), varies considerably by region: Europe and the Commonwealth of Independent States and the Arab States are at the upper range of performance with 80 per cent or more of country offices reporting progress; Africa and Asia and the Pacific are at the mid-level with about half of country offices reporting progress; and Latin America and the Caribbean is at the lower end of performance, with only about a quarter of the country offices reporting progress. Assessment of performance by income group indicates that middle-income countries and net contributor countries are making the most progress.

116. The types of results being achieved by country offices under this SAS are largely clustered around the creation of environmental information systems or centres, most notably using geographic information systems (GIS) and in some cases networked between national stakeholders. To take a few cases in point, assistance has been provided for the establishment of GIS in Argentina and Bangladesh and support from UNDP has enabled the creation of an on-line one-stop centre for information on the environment in Malaysia, information centres on the environment or climate change in Lithuania and Armenia, an environmental observatory in Lebanon and an environment and energy information centre in Morocco. In addition, a number of country offices report the development of procedures and legislation on environmental impact assessments – these include the Islamic Republic of Iran, the Maldives, Mongolia and Ukraine.

Direct interventions

117. Analysis of data on direct interventions reveals that: (a) these activities are most common in Asia and the Pacific and Latin America and the Caribbean; (b) their estimated rate of progress against intended outcomes is noticeably below the average for this thematic category at approximately 56 per cent; (c) there are pockets of particularly weak performance, for example, with regard to technology development where Asia and the Pacific, Latin America and the Caribbean and the Arab States report rates of progress between 40 and 50 per cent.

118. The most important SAS in this area concerns interventions for specific geographic areas and target groups (SG2/SAS1). As reported with regard to the other broad categories of SAS, performance is mixed (see table 9): the best performer is Asia and the Pacific with almost 90 per cent of offices reporting progress; Africa and Latin America and the Caribbean fall within the next tier of performance with approximately 60 per cent of country offices reporting progress; Europe and the Commonwealth of Independent States and the Arab States are at the lowest tier with less than a third of offices reporting progress although caution needs to be exercised in the case of the European region in view of substantial non-reporting.

Table 9. Interventions of specific geographic areas and target groups (G3/SG2/SAS1(a))

Regions	No. of countries reporting	Significant progress	Some progress	No change	No update
Africa	10	3	3	-	4
Arab States	6	-	2	3	1
Asia and the Pacific	14	6	6	1	1
Europe and the Commonwealth of Independent States	5	1	-	-	4
Latin America and the Caribbean	8	5	-	-	3
Total	43	15 (35%)	11 (26%)	4 (9%)	13 (30%)

119. The types of results being achieved by country offices are mostly grouped in two closely related areas:

(a) Area-based rehabilitation and conservation schemes, such as the adoption of sustainable farming practices and alternative energy options and the recovery of degraded or marginal land. Examples include the implementation of the management plan for a national park in Cambodia; construction of a waste-water treatment plant in Pakistan; pilot projects in Panama on the sustainable use of wild resources; and training of 400 trainers and 12,000 farmers on forest fire prevention and control in Brazil;

(b) Initiatives to promote the adoption of sustainable natural resources management and livelihood models by target groups at the community level. In Niger, this has led to the establishment of 130 firewood stoves owned by local communities, which have enabled the sustainable exploitation of 400,000 hectares of savannah forest. In Bangladesh, preparatory work on the adoption of alternative livelihoods has started in 30 villages.

Emerging issues

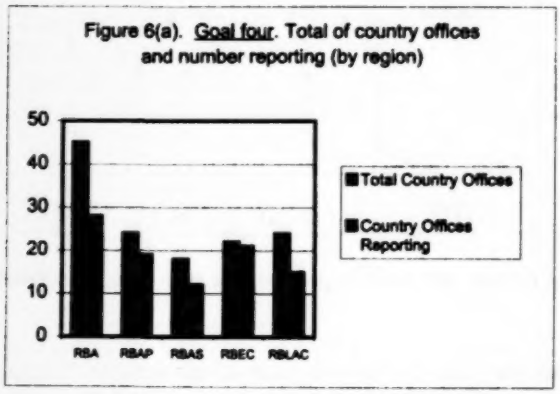
120. The emerging issues in this category are:

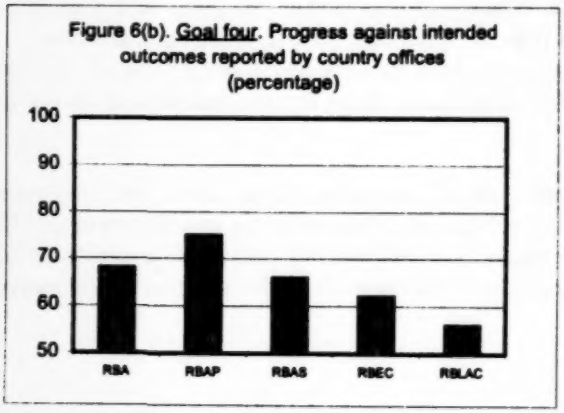
- It may be worthwhile to reiterate some broad findings: the below-average performance of downstream activities; the relative dominance of GEF in shaping priorities in this sector; the weak link between micro-interventions and policy frameworks; and the beginning of some interesting product lines for the future, such as experimentation with public-private sector partnerships.

- The analysis calls for improved management of the UNDP environment and natural resources portfolio. To do this, a rigorous review of the portfolio to identify and either phase out or tackle low-performing activities would appear essential so that future efforts can be concentrated on a few key areas of intervention. Improved performance also requires faster action to assess and mainstream some of the new products and services as well as sharper integration of UNDP-GEF in shaping the organization's strategic approach and actions in the sector.

- Finally, the analysis points to the need for an overhaul of the SRF for goal 3 in order to: (a) eliminate significant redundancy among strategic areas of support and outcomes; (b) group areas of support around well-defined clusters of activity such as policy, and capacity development; and (c) sharpen the focus of the sub-goals by emphasizing the two main levels of action – national and regional/global.

D. Gender equality and the advancement of women





121. At $30 million, the gender category represents the smallest portion of resources distributed by goal. It accounts for 3.4 per cent of UNDP core expenditures for 1999 and only 1 per cent of non-core expenditures. Although it can be stated that other SRFs cover gender components of programmes to some extent, direct promotion of gender concerns by UNDP appears to be occurring against a backdrop of severe financial constraints.

122. Overall reporting for the gender category was also limited and the number of country offices submitting reports is lower than for the other SRF categories, as shown in figure 6(a). However, Asia and the Pacific and Europe and the Commonwealth of Independent States provided more comprehensive information on their interventions and results than the other three regions. The lead countries, where meaningful gender-related results involving UNDP were achieved, are all in these two regions.

123. Progress appears significant in Asia and the Pacific with a rate of 75 per cent progress against intended outcomes reported by country offices (see figure 6(b)). Noticeable, although uneven, progress occurred in Africa, Europe and the Commonwealth of Independent States and also in the Arab States, where a limited number of UNDP initiatives did yield results. Overall progress was limited in Latin America and the Caribbean but positive results were reached in flagship areas such as the prevention of violence against women.

124. The key findings of the ROAR are:

- The ROAR, as was the case in the MYFF, under-represents the emphasis UNDP places on gender. However, whereas in the MYFF it was felt that this under-representation might reflect in large part the mainstreaming of gender in other categories, evidence of mainstreaming in the ROARs from country offices is limited with little mention of the integration of gender issues into programmes;

- Policy and legal frameworks on gender are key types of results targeted by UNDP and an area of clear progress for all five regions. Results were more limited for the integration of gender concerns into development policies. This may be due to the fact that resources are mostly directed towards strengthening national institutions in charge of women's affairs, which are responsible for the preparation and implementation of national gender programmes;

- Institutional capacity accounted for the second largest number of results reported. UNDP works with the executive and legislative branches, as well as non-governmental organizations (NGOs) and civil society organizations (CSOs), which are increasingly important partners;

- UNDP is active in promoting networking for regional and cross-regional exchanges of knowledge, with a growing use of information technology. Partnerships involved NGOs, civil society and media organizations, with support from the global and regional gender programmes;

- Pilot and targeted interventions are focused chiefly on employment promotion for women. Judging from the frequency of entries and the resources allocated, this type of intervention is more limited than for other SRFs.

Analysis by sub-goal and strategic area of support

125. With little variation from the MYFF document, the main strategic areas of support counted by the number of country offices reporting were as follows:

- Strengthen entrepreneurial and technical skills, knowledge and capacities (37);
- Provide capacity-building support for gender-mainstreaming in policies, plans and programmes (37);
- Strengthen the capacity of organizations that represent women's interests and promote advocacy, networking and partnerships for the advancement of women (35);
- Support the implementation of national action plans for the advancement of women, including follow-up to the Fourth World Conference on Women (32).

126. Reporting was extremely low for a number of strategic areas of support and the present analysis therefore covers only the significant ones. Box 6 also provides insights into the results obtained in this area through partnerships between UNDP and UNIFEM.

Box 6. UNDP and UNIFEM: Partnerships to advance gender equality

UNIFEM-UNDP partnerships have yielded results under each of the sub-goals of the gender SRF. UNDP has built upon and expanded the impact of successful UNIFEM interventions by successfully scaling them up. Examples include an Asia and the Pacific gender and development programme supporting women's political empowerment and implementation of the Convention on the Elimination of All Forms of Discrimination Against Women. The work of UNIFEM to link women producers to new markets in Burkina Faso is being replicated by UNDP in the subregion.

The inter-agency campaigns launched by UNIFEM to eliminate violence against women in Latin America, Africa and Asia and the Pacific have resulted in increased resources and action from state and non-state actors. The partnership with UNDP in Latin America and the Caribbean was critical, given the leadership of UNDP in securing government commitments to the campaign.

UNIFEM and UNDP collaborated on synthesizing the experiences of Governments and civil society on gender implications in the national budget-formulation process. Among results, this has led to increased government commitment to gender-sensitive budgeting in Southern Africa.

Sub-goal 1: Ensure gender equality in the decision-making process at all levels

127. UNDP is actively involved in the promotion of women's leadership and involvement in the decision-making process (SAS1), with both governments and parliaments. Training, international exposure and sensitization are among the ways in which UNDP is contributing to the outcome. ROARs record examples of positive changes in measurable outcomes at the national and local levels in the form of increased media attention towards women's representation in political life, gender-based salary gaps in the

economy, political commitment to increase women's participation. Europe and the Commonwealth of Independent States, unlike other regions, points to a downward trend in several countries of the region where transition appears to be accompanied by a significant decrease in women's leadership and representation.

128. UNDP is providing significant levels of support to increase the proportion of women candidates although the promotion of voter education for women (SAS5) received surprisingly little emphasis (see table 10). Women's right to vote is one outcome to which UNDP intends to contribute in Kuwait. The increased participation of women in the electoral process is an objective explicitly pursued with positive results by eight UNDP country offices, of which half are in Asia and the Pacific.

Table 10. Representation of women

Region	Number of offices reporting	Number of offices reporting progress
Africa	3	2
Arab States	4	3
Asia and the Pacific	9	7
Europe and the Commonwealth of Independent States	9	4
Latin America and the Caribbean	6	3
TOTAL	31	19

129. The highest percentage of progress against intended outcomes reported for gender relates to policy and legislation for gender equality (SAS2). This is an area where UNDP is playing a leading or key role in most of the 28 countries mentioned under the SAS. A total of 86 per cent of the countries that reported indicated progress. Through policy advice, UNDP is often in a position to contribute to making change happen. Results range from gender-policy frameworks in Estonia and the Gambia and an implementation strategy in Malawi to legislative changes, with a draft law on gender equality submitted in Haiti and passed in Lithuania, legislation against gender discrimination passed in the Republic of Korea and a bill of rights of spouses adopted in Samoa.

130. A similar pattern characterizes the support to national action plans and follows up on the Fourth World Conference on Women (SAS3). Of 32 country offices reporting, 26 indicated progress. All regions reached tangible results, although there were fewer in Africa, in the formulation and adoption of national action plans, with notable examples in Cambodia, Eritrea, Guyana, and Sudan. Results were more qualified, however, regarding implementation of the plans, with only some countries, such as Turkey, reporting implementation in line with the Beijing Platform of Action. ROARs frequently mentioned national financial constraints as a cause for delays.

131. Cooperation with, and empowerment of NGOS and CSOs are key dimensions of UNDP efforts to promote gender equality (SAS4). This is particularly the case for Europe and the Commonwealth of Independent States with six countries reporting, all of them registering progress, and Asia and the Pacific with progress for all but one of the six offices reporting.

Box 7. Women's representation and leadership in national political life

- By awareness and sensitivity raising: in Nepal, UNDP supported the creation of a women's committee in Parliament for gender sensitivity and representation in civil service. In Estonia, it sponsored a radio/television programme on women representation in elections and monitored its impact. In Peru, a film "Women and Power" was broadcast on two television channels. In Pakistan, the unequal portrayal of women in the media was highlighted, with progress measured through a media-watch system. In China, UNDP helped to introduce a gender-sensitive curriculum at Beijing University and in over 10 women's colleges and schools. In Kyrgyzstan, UNDP contributed to the report "Women of Kyrgyzstan: access to political power" and in The former Yugoslav Republic of Macedonia UNDP reviewed the gender sensitivity of the existing legislative framework.

- By training women to lead: in El Salvador, 400 women, including municipal counsellors, were trained in political leadership, and in Papua New Guinea, 50 women officials received UNDP training. Training for women candidates was conducted in Albania, where a woman Deputy Prime Minister was appointed for the first time, and in Viet Nam for 18,000 women. In Botswana, UNDP helped to launch a Women Manifesto and trained women candidates in campaign management. At the regional level, UNDP fostered exchange of experience through a meeting with the Parliament of Tunisia for Arab Women Parliamentarians with MPs from 17 countries of the region and representatives from the Arab Parliamentary Union and the Inter-Parliamentary Union.

Sub-goal 2: Promote women's equal access to and control over economic and social assets and resources

132. The only SAS with significant reports relates to the strengthening of women's entrepreneurial and technical skills (SAS1). Information for this SAS complements the reporting received for entrepreneurship promotion and access to microfinance in the poverty SRF, for which several ROARs had mentioned women as prime beneficiaries.

133. A total of 37 country offices, evenly distributed across regions, mentioned interventions in this area and 20 registered progress. In Asia and the Pacific, six offices out of ten recorded improvements. In both the Arab States region and Latin America and the Caribbean, four offices out of six recorded progress. UNDP focuses on developing women entrepreneurs' skills through support to women's associations, business centres and vocational training. ROARs provide documented evidence of increased employment opportunities for women, attributable in part to UNDP in countries such as Albania, Bangladesh and Mexico, which specifically focused on indigenous women.

Sub-goal 3: Ensure full enjoyment and exercise of human rights, including security and freedom from violence

134. Based on the information received, the ratification and implementation of the Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW) calls for further progress (SAS1). Good progress was recorded only in Europe and the Commonwealth of Independent States (5 out of 8 offices reporting). The figures are lower for the other regions, with 15 country offices reporting, out of which eight report progress. Although under-representing may have occurred, reporting from country offices regarding CEDAW sharply contrasts with the emphasis placed on national legislation and plans for gender equality and the advancement of women.

135. Linked to the promotion of human rights, the elimination of violence against women (SAS3) is an area where UNDP plays a leading role and achieves concrete progress in three regions: Latin America and the Caribbean, Europe and the Commonwealth of Independent States and Asia and the Pacific (see box 8).

In all three regions, UNDP efforts successfully address the two outcomes of the SAS. Increased public recognition and action to eliminate violence (outcome A) is pursued by 18 offices, 72 per cent of which made progress. Latin America is in the forefront with five offices playing a leading role and making good progress. In Europe and the Commonwealth of Independent States, UNDP is also increasingly promoting women's rights. Outcome B, institutional frameworks and mechanisms to prevent and respond to violence against women, was less well reported on, with only 13 offices responding.

Box 8. Reducing violence against women

UNDP launched media campaigns in Jamaica, Trinidad and Tobago and Kenya, where 10,000 posters were produced and distributed to NGOs, police and religious bodies and a music video was produced and shown on two television channels. National reports on domestic violence were widely discussed in Costa Rica, Kazakhstan, Lithuania and Peru. In Trinidad and Tobago, UNDP is engaged in a major effort in support of national data collection. Results also touched on the legislative framework: in Haiti, UNDP contributed to a draft law against rape and other forms of violence, in the Republic of Korea, the Special Act for the Punishment of Domestic Violence was passed.

Electronic networks are used in Kazakhstan to provide information on violence against women to NGOs and the public. In El Salvador, UNDP fostered a network for advisory services at national and local levels. In Jamaica, the Philippines and Poland, UNDP supports aid centres for counselling, informing and training women.

In Jamaica, 3,000 people were trained on women rights, existing legislation, and skills to cope with domestic violence. Doctors in the Dominican Republic were trained in handling the interrogation process of women victims of violence. Police officers were sensitized to gender issues in Kenya, and in Sudan, UNDP held 24 workshops with local leaders and officials on harmful traditional practices for women.

Sub-goal 4: Foster gender-mainstreaming and develop methodologies that will strengthen the capacity to track and measure improvement in the status of women

136. UNDP concentrates on integrating gender concerns into development policies (SAS1, outcome A), with reports from 32 country offices in all regions but only half of which described some progress. As in other thematic categories, assisting governments in producing and disseminating gender-disaggregated data for advocacy and policy formulation (SAS2) is a focus area where UNDP plays a leading role. With 24 offices active, but just two in Africa, UNDP is pursuing changes in all regions. In two thirds of the cases, progress was recorded, albeit often limited to the development of methodologies. Azerbaijan, Mexico, Nepal, Pakistan and Peru were among the countries reporting good progress in the area.

Emerging issues

137. The emerging issues in this category are:

- Under-representation raises an important policy question for the organization. It highlights the need for a strengthened effort to mainstream gender concerns into UNDP interventions, particularly those relating to an enabling environment for SHD and poverty. This calls for a better tracking system to ensure that mainstreaming is actually occurring and that its results can be measured.

- The evidence from the ROAR shows that the strongest progress in outcomes appears to take place when UNDP has played a lead role in partnership with others. This implies the need for greater commitment to developing coalitions and partnership-building around specific outcomes in the area of gender and the promotion of women.

- Data analysis underscores the need for the integration of gender issues into national policies and the relatively limited results reached thus far. To improve results in this area, UNDP will need to develop interventions at the upstream level and build strong partnerships to increase its outreach capacity.

- When looking at country results in relation to regional and global programmes, it is difficult to escape the conclusion that linkages between the two are modest, raising questions on the validity and usefulness of some of the regional activities designed to support national actions.

- The structure of the gender SRF was purposefully designed to give country offices maximum opportunity to reflect their interventions. Empirical evidence from the MYFF and the ROAR demonstrates that UNDP-specific interventions in gender focus are only in selected strategic areas. As a result, a number of strategic areas of support did not receive much mention. This points to the need for a substantial re-focusing of the gender SRF.

E. Special development situations

138. The special development situations (SDS) goal attempts to capture special initiatives undertaken by UNDP in support of recovery from natural disaster and the consolidation of peace and stability. Results under SDS account for only a small share of 1999 core expenditures with $20 million or 4.1 per cent, and an even smaller amount of total cost-sharing expenditures with 1.1 per cent of all cost-sharing ($16 million). (This may represent substantial under-reporting because first, country offices have reported on SDS-type activities under different expenditure headings and second, there is still not a systematic one-to-one mapping between the thematic categories and the manner in which expenditures are currently reported. Attention will be given to this in the next ROAR. Alternative estimates place total expenditure on SDS closer to $30 million.) It should be noted, however, that results relevant to SDS are often reported under other goals. For instance, the 21 sub-Saharan African countries either experiencing or recovering from political or social unrest and/or natural disasters have chosen overwhelmingly to link recovery efforts strongly to developmental activity and to report most results under the other thematic categories.

Figure 7(a). Goal five. Total of country offices and number reporting (by region)

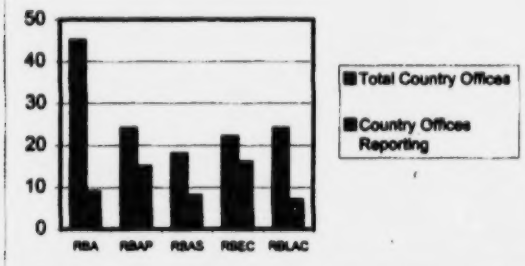
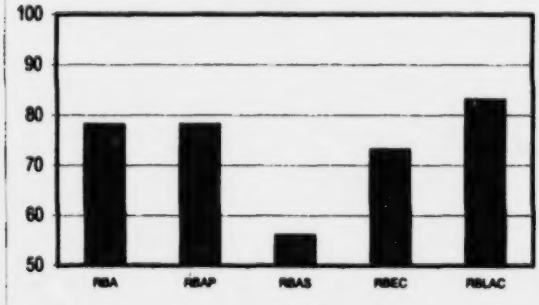


Figure 7(b). Goal five. Progress against intended outcomes reported by country offices (percentage)



139. Overall performance is generally good with country offices reporting an average rate of progress against intended outcomes of 75 per cent. Individual bureau performance is illustrated in figure 7(b), which shows RBLAC leading performance with over 80 per cent and RBAS at under 60 per cent.

140. The trend in the developing world over the past decade with growing numbers of man-made and natural disasters has had a powerful impact on UNDP programming. As figure 7(a) highlights, SDS results are reported by only a small but significant number of offices across all regions. In the case of the Asia and the Pacific and Europe and the Commonwealth of Independent States regions, as many as 70 per cent of offices have reported under this goal. Africa, the region in which one would expect the highest number of countries to report under this goal, has revealed significant under-reporting. The issue of under-reporting is explored further below.

141. Countries reporting under the SDS goal include both crisis countries, as listed by the Office for the Coordination of Humanitarian Affairs, and countries with no overall crisis but with regions facing special situations, such as Semipalatinsk in Kazakhstan.

142. The key findings of the ROAR analysis are:

- The ROAR analysis confirms that whether in Afghanistan, Bosnia-Herzegovina, India or the Philippines, recovery from natural and man-made disasters at the national or regional level involves developmental activities, supported by a number of specially designed initiatives. In essence, the UNDP portfolio in the vast majority of countries is essentially an integrated one, combining more traditional development approaches with special initiatives;

- In the case of sub-Saharan Africa, 19 countries experiencing political or social dislocation, or natural disasters reported under the enabling environment goal, with public sector reform, human rights and improved justice systems emerging as a common component in development-oriented recovery strategies in approximately one third of cases, as opposed to under SDS. Of this group, 14 also reported results under poverty, 10 under environment and 6 under the gender goal;

- Eighty-one per cent of all outcomes for SDS results relate to capacity-building of the State. The largest slice of this, or some 31 per cent of the total, is dedicated to supporting the development of policy, regulatory and legal frameworks with 27 per cent centred on strengthening institutional capacity and 23 per cent on increased social cohesion. The remaining outcomes are for the most part focused on pilot/targeted interventions.

- While performance is good overall, the highest rate of progress is for UNDP cooperation to increase social capital in the post-conflict period under sub-goal 3.

Box 9. Volunteering for Peace

The year 1999 witnessed a dramatic increase of almost 50 per cent in assignments for United Nations volunteers (UNV) compared to 1996. The largest share, 34 per cent of all UNV assignments, is targeted at supporting countries in special development situations. Results span peace-building, reconciliation processes, humanitarian operations and relief efforts linked to reconstruction and rehabilitation.

While a major share of UNV assignments for 1998-1999 focus on African LDCs, UNV was involved in humanitarian and relief operations in some 60 countries in total, with some of the largest operations being those undertaken in the Balkan region, the Great Lakes region and the Horn of Africa.

UNV results are intimately linked to the work of United Nations bodies such as UNHCR, WFP, and WHO. Some of the most notable results in 1999 include:

- *Emergency operations*: immediate needs assessments and the provision of emergency supplies of food, water and other basic needs in Central American countries devastated by Hurricane Mitch;
- *Improved conflict resolution and confidence-building in post-conflict societies*: In Georgia, UNV volunteers trained representatives from civil society organizations in conflict resolution, developed inter-communal partnerships and established links between local NGOs and international bodies;
- *Assisting development through relief:* In Kosovo, 2,009 UNV volunteers were mobilized and played a crucial role in establishing social services and restarting local administrative capacity;
- Improved management and delivery of refugee assistance and ensuring the delivery of food supplies to needy and vulnerable groups are two of the most significant types of results achieved.

Analysis by sub-goal and strategic area of support

143. Within the SDS goal, there are two main areas of concentration for UNDP:

- The organization's priority on strengthening the link between development activity and effective disaster mitigation, planning and reduction, which confirms the pattern evident in the MYFF. Sub-goal 1 on this registered the largest number of entries in the SRF with 65;

- Support for sustainable livelihoods in the post-conflict phase, with SAS1 of sub-goal 3 registering 25 countries reporting. The thrust of action here is on social capital and providing affected populations and particular groups, such as demobilized soldiers, with an opportunity to develop new activities that will ensure their economic reintegration - the consolidation of long-term stability and

development ultimately hinges on the concerted action of all groups in the society. Not surprisingly, and closely linked to this, is de-mining, with 17 reports.

Sub-goal 1: Mainstream disaster reduction capacity-building, including policy-making, planning and investment

144. This sub-goal, while a cornerstone for UNDP results under this category, revealed modest performance with reported progress averaging 61 per cent against intended outcomes. This is due mostly to a small number of non-performing initiatives under SAS3 on awareness, which need to be reviewed. A regional breakdown of performance reveals RBEC with 65 per cent, followed by RBAP at 63 per cent, RBA and RBLAC both at 50 per cent, and RBAS at a low 20 per cent.

145. The majority of interventions under this sub-goal are targeted at developing institutional capacity for disaster prevention, preparedness and mitigation (SAS2). Approximately one third to one quarter of all offices for RBAP, RBAS, RBEC and RBLAC registered under this SAS. However, somewhat surprisingly, this SAS does not emerge as a priority for the RBA region, with only three country offices reporting. Overall performance against intended outcomes was 78 per cent.

146. UNDP results reveal two main clusters. The first focuses on direct institutional support with improved disaster-management arrangements in five countries in RBEC, the establishment of provincial disaster management bodies in Indonesia, the establishment of the National Disaster Management Committee in the Lao People's Democratic Republic and of a national task force in Afghanistan. In RBA, results have focused mostly on improved government knowledge on disaster management and prevention in countries such as Angola, Democratic Republic of the Congo, and Sierra Leone.

147. The second cluster centres on policy and legislative support with notable results, including the revision of relevant legislation and regulations in the six Central American countries most affected by Hurricane Mitch, the formulation of draft national disaster-management plans in the Democratic Republic of the Congo, the Islamic Republic of Iran, and Kenya improved disaster-management plans in the Republic of Moldova, as well as the formulation of the first disaster-management plan on flooding in Sudan and the forest fires contingency plan in Indonesia.

Sub-goal 2: Restore the capacity of national institutions and civil society organizations

148. While this sub-goal shows the lowest number of interventions of the three sub-goals, it covers a series of sensitive initiatives that have been designed to foster the emergence and consolidation of peace and stability in post-conflict scenarios. Performance, on the other hand, is the highest of the three sub-goals with an average of 84 per cent progress against intended outcomes and with UNDP reporting in all five regions.

149. Under SAS 1 on promoting preventive development and a culture of peace, there has been a strong results-focus on assisting community-level confidence-building and conflict resolution in countries such as Burundi, Colombia, the Democratic Republic of Congo, Georgia, Guatemala, and Tajikistan. UNDP has also contributed towards improved human rights, such as through the consolidation of peace in Afghanistan and Somalia.

150. In RBLAC, results include reducing property-related conflict in Nicaragua, the introduction of two new university programmes on violence prevention in El Salvador and the launch in Guatemala of a new multisectoral and multiparty programme called Visión Guatemala. In Africa, results have included support to the establishment of a number of institutions designed to heal the scars of conflict in Rwanda and Sierra Leone.

151. While covering only a small number of countries, post-conflict public security (SAS3) involves a set of results crucial to the consolidation of peace - the reintegration of demobilized solders and more effective policing. These results have focused on providing former soldiers with new opportunities for civilian life in Angola, Guatemala, Nicaragua, Philippines, Rwanda and Tajikistan, within a wider community approach. Meanwhile, in Haiti, Mozambique and North-West Somalia, the results being sought by UNDP focus on the emergence of more effective police forces and public security.

152. In Rwanda, the successful reintegration programme allowed some 10,000 child-soldiers to be reunited with their families. A special programme in Albania with the cooperation of UNDP and a number of partners, including the Department for Disarmament Affairs, OXFAM, and the United Kingdom, called "Weapons for Development" has played a significant role in restoring law and order in a volatile environment. In Somalia, the rehabilitation of a centre in the North-West has allowed the training of 800 cadets and the establishment of a functional police force in both the North-West and North-East.

Sub-goal 3: Promoting the sustainable recovery and rehabilitation of affected populations

153. This sub-goal revealed an average rate of progress of 80 per cent and the second largest concentration of activities after sub-goal 1. RBLAC is the top performer at 83 per cent, followed by RBA and RBAP at 78 per cent, RBEC at 73 per cent and RBAS at 56 per cent.

154. The first strategic area of support, on strengthening social capital by ensuring support for affected populations, refugees and the displaced, contains the highest number of interventions for the sub-goal, with a rate of progress of 79 per cent. These findings are consistent with a major evaluation of UNDP work in reintegration, which found that the organization demonstrated particular strength in working at the community level, instead of at the target-group level. It particularly highlighted the ability of UNDP to restore social and human capital through its community-based work, targeting all affected groups whether they were displaced, hosted refugees or those who had stayed behind during the conflict.

155. The ROARs reported results in two main clusters. The first focuses on the resettlement of distressed and/or conflict-affected populations and access to new productive activities in countries such as Angola, Armenia, Azerbaijan, Bosnia, Burundi, Democratic Republic of the Congo, Guinea-Bissau, Rwanda, Sierra Leone and The former Yugoslav Republic of Macedonia. Within this cluster, a special initiative worth highlighting is in Ukraine, where it is estimated that 250,000 of those who had been deported have returned to the Crimea, of which some 50,000 have benefited from the UNDP integration and development programme.

156. A second cluster of results concerns improved access to basic social services by communities affected by conflict through reconstruction/rehabilitation. Results can be seen in the rehabilitation of the electricity system in the northern part of Iraq as well as improved water quality and health facilities in several regions of the country and in renewed access to social services in many frontline towns in Bosnia-Herzegovina. In addition, 80 per cent of those who lost their homes in Honduras during Hurricane Mitch have now regained a permanent abode.

157. The second SAS, on promoting ratification of the Ottawa Convention and building national de-mining capacity, showed a rate of progress of 76 per cent with UNDP actively engaged in countries where mines remain a threat to human life and an obstacle to development. Besides the actual removal of land mines and other ordnance, UNDP results have focused on the mandate given by the United Nations that calls on the organization to support national de-mining capacities, in terms of institutional support, such as in Angola and in the Lao People's Democratic Republic, the latter being a recognized model for national

capacity-building. UNDP has also provided technical assistance for the formulation of national de-mining plans, such as in Bosnia-Herzegovina. Unfortunately, de-mining efforts in Angola have been thwarted by a resurgence of the conflict and new a wave of mining.

158. Last, seven countries in RBEC reported instances in which UNDP was playing a crucial role in United Nations post-conflict coordination: Albania, Armenia, Azerbaijan, Georgia, and The former Yugoslav Republic of Macedonia, as well as Kazakhstan and Ukraine with regard to addressing the aftermath of nuclear-related disasters.

Emerging issues

159. The emerging issues in this category are:

- The ROAR analysis confirms that SDS is a widespread phenomenon in all regions in which UNDP works, calling on portfolios that assist recovery by combining development interventions with some specially designed initiatives. The extensive nature of SDS requires that UNDP ensure an effective alignment in terms of human resources, structures and procedures to best respond to the challenge of supporting recovery.

- Evidence from the ROARs suggests that UNDP may possess a strong comparative advantage with respect to social capital issues. The highest reported progress under the SDS goal was recorded for assistance to building social capital in the post-conflict period. This finding is supported by the recent evaluation of UNDP work in reintegration programmes, which also found that the greatest strength of UNDP lay in building social capital. This work draws upon some of the major strengths of UNDP, such as its focus at the community level, its field presence, and its neutrality.

- One of the areas with substantial growth potential in the future is nurturing and supporting institutions during crisis situations. This is not only well suited to the expanding capabilities of UNDP and its neutrality but also puts the organization in a strong position to enable faster progress from rehabilitation to sustained recovery. The good progress being reported in this area lends support to this viewpoint.

- UNDP reintegration programmes raise the importance of dealing with the whole community as opposed to individual groups (e.g., soldiers). This work has some important implications for UNDP. The evaluation of UNDP work in reintegration programmes highlights the value that UNDP can add to post-conflict situations, as a major agency with no specific target group mandate, such as for women and children or refugees. The evidence suggests that in order to meet the challenge of being a valuable partner in these situations, UNDP must improve its ability to intervene and strengthen its response.

- The area of preventive activities may merit greater reflection on how developing countries can contribute to mitigating societal problems and reducing social tensions. Currently, only about 20 per cent of all UNDP country offices have reported under this goal. This is of particular concern within the context of RBA, a region frequently affected by man-made and natural disasters but with a low level of country offices reporting.

- While it is clear that recovery is tied to development activity, the level of resources available to SDS countries appears low. Given the significance of these issues to a majority of UNDP country offices around the world and the complex nature of some of the initiatives, particularly with regard to

reintegration and de-mining, finding additional resources is critical. Given the current funding situation of UNDP, therefore, an effort should be made to increase non-core resources.

- The experience of the ROAR underlines the need to review the SDS SRF in order to minimize repetition across categories and to provide increased clarity as to the nature of the strategic role of UNDP in this area (see also annex III).

- This category omits any references to early warning systems to detect and track possible development issues that can mitigate some of the effects of the crisis on the country's people and development. This omission should be reviewed, particularly in view of the extensive and long-term presence of UNDP in over 130 countries.

F. UNDP support to the United Nations

160. This is the most heavily reported on of all thematic categories, with reporting closely matching the priority areas identified in the MYFF. Progress reported against intended outcomes for the category as a whole appears to be very good at almost 80 per cent. With regard to resources, UNDP support to the United Nations absorbed $73 million of estimated expenditures from the core budget in 1999.

161. Overall performance by region is shown in the figure below. Linking performance to income levels reveals that offices in the net contributor countries are making the best progress – although their numbers are too small for a robust conclusion – followed by those in the low-income, middle-income and least developed countries, all at approximately the same level of performance.

162. The key findings of the ROAR analysis are:

Figure 8(a). Goal six. Total of country offices and number reporting (by region)

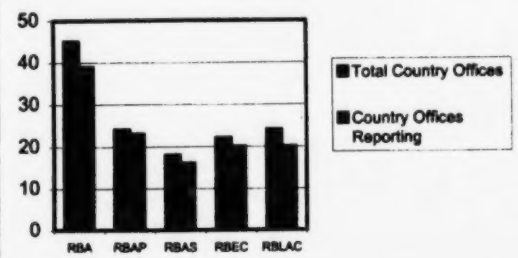
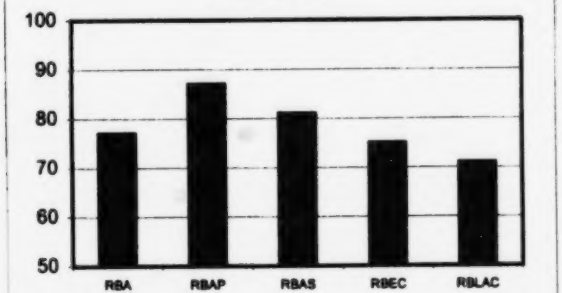


Figure 8(b). Goal six. Progress against intended outcomes reported by country offices (percentage)



- UNDP direct support for conference follow-up appears largely determined by initiatives at the country level without the benefit of a clearly articulated and consistently applied corporate strategy, for instance, with regard to the implementation of national action plans or post-conference monitoring.

- The high rates of progress achieved by country offices are best explained by the fact that many of the results set out in this category are of a process nature.

- Evidence from the ROARs points to a sharp increase in transaction costs. The rapid adoption at the country level of the common country assessment (CCA) and, at a predictably slower pace, the United Nations Development Assistance Framework (UNDAF), has given rise to a paradox: reforms that have substantially increased rather than decreased the demands of process management and paperwork.

- There appears to be growing investment in the infrastructure of the resident coordinator system at the country level but it is not clear whether this is evidence of increasing effort on substantive issues.

- The challenge posed by excessive process is likely to become more pressing in view of an incipient boom in inter-agency collaboration at the country level. This development may suggest a successful migration of the United Nations reforms from headquarters to the country level although caution needs to be exercised about the extent to which these increasing numbers of joint activities are truly collaborative and in the sense increasingly understood and defined by the United Nations Development Group.

- The principal focus of UNDP direct support for the follow-up to global conferences is on the World Summit on Social Development, the United Nations Conference on Environment and Development and the

Fourth World Conference on Women. Follow-up to the World Conference on Education for All also appears, unexpectedly, as noteworthy, perhaps because of collaboration with UNESCO on its programme of assessment on education for all.

- The picture revealed by the ROARs on aid coordination is mixed. UNDP appears to be actively managing the round-table mechanism and substantively supporting the Consultative Group process, with activities being undertaken in about 40 countries mostly concentrated in Africa, Asia and the Pacific and Latin America and the Caribbean. Considerable effort, however, is still being expended on long-standing approaches – specifically database development and the preparation of DCRs – the benefits of which are the subject of continuing debate within UNDP and with its partners.

- In communication and outreach country offices are raising the profile of UNDP and the United Nations system with good coverage being achieved in the media and through an increasing use of the Internet.

- At the corporate level, significant progress appears to have been made in developing common positions on development issues and field operations through the UNDP chairmanship of the United Nations Development Group and membership or participation in forums such as the Administrative Committee on Coordination and the Development Assistance Committee of the Organisation for Economic Cooperation and Development. The situation is less encouraging with regard to special development situations, where a common agenda on post-conflict recovery, for instance, is still lacking in the deliberations of the Inter-Agency Standing Committee.

163. Overall, the picture which emerges from the ROARs is of a useful role being played by UNDP in generating increased momentum within the United Nations system, especially at the country level, on a common development vision based on the global conferences to facilitate change in programme countries.

Analysis by sub-goal and strategic area of support

164. From their submissions, country offices appear to have subscribed almost equally to each of the three sub-goals on support to the United Nations. However, it is noteworthy that, first, less than two thirds of offices engaged in direct support to conference follow-up have provided an update on progress largely because this issue has been tackled under the relevant thematic categories. Second, perhaps as an indication of growing country-level momentum in the United Nations reform process, there is significantly greater reporting on programming and operational collaboration within the United Nations system (SG3/SAS3).

165. The number of offices reporting under the six country-level strategic areas of support is as follows:

- Follow-up to global conferences through the role of UNDP as funder and manager of the resident coordinator system (98 countries);
- Information and communication on the work of UNDP and the United Nations (80 countries);
- UNDP leadership in coordination and collaboration through the resident coordinator system (77 countries);
- Aid coordination (76 countries);
- Follow-up to the United Nations global conferences through direct support from UNDP (74 countries);
- Provision of services to the United Nations system at the country level (68 countries).

166. With regard to performance, there are no marked differences in rates of progress between sub-goals or by region. The only exception arises within sub-goal 1, where Europe and the Commonwealth of Independent States region does substantially worse than the other regions largely because of very limited progress on the use of the CCA and UNDAF explained in large part by the small size of offices (and United Nations representation) and the relative unfamiliarity on the part of host Governments with United Nations reform.

Collaboration within the resident coordinator system

167. The UNDP role within the resident coordinator system appears to be focused on two aspects: increased utilization of the CCA and UNDAF (SG1/SAS2); and movement towards the adoption of programming and operational modalities designed to improve the coherence and cost-effectiveness of the development operations of the United Nations system (SG3/SAS3). Overall performance in both areas is good with about 70 per cent of country offices reporting progress (see table 11). There are, however, some notable regional variations. For the reasons explained earlier, less than a third of country offices in Europe and the Commonwealth of Independent States report progress on the CCA and UNDAF. And, on programming and operational matters, the Latin America and Caribbean region does poorly, with slightly more than a quarter of country offices reporting progress, well below the region's average performance in this category.

Table 11. Programming and operational collaboration (G6/SG3/SAS3)

Region	No. of countries reporting	Significant progress	Some progress	No change	No update
Africa	24	19	-	-	6
Arab States	6	1	3	-	2
Asia and the Pacific	19	10	7	-	2
Europe and the Commonwealth of Independent States	13	5	8	-	-
Latin America and the Caribbean	15	4	-	-	11
Total	77	39 (51%)	18 (23%)	-	21 (26%)

168. Progress can be highlighted in two areas:

- In the formulation and adoption of the CCA and the UNDAF – from the development of databases and the preparation of draft documents to the launching of the completed products. A diverse group of countries – including Cambodia, Nepal and Syria – reports the integration of global conference follow-up in their CCA and/or UNDAF, especially on issues such as poverty, basic social services, gender and human rights;

- A growing number of joint initiatives, from advocacy to joint development of cross-sectoral strategies and programmes, to a coordinated response in special development situations are reported. Examples include joint assessments with UNICEF on the 20/20 initiative in Lebanon, Morocco, Niger, Sri Lanka, Togo, and Viet Nam; reports on national follow-up to the global conferences in Bangladesh, Bulgaria, Ethiopia, Fiji, Kyrgyzstan and Pakistan; the Poverty Eradication and Employment Initiative launched in the poorest province of the Islamic Republic of Iran; joint evaluations and mid-term review exercises in Nigeria; and collaborative planning on post-Hurricane Mitch rehabilitation and recovery in Central America.

169. Other results include the harmonization of programme cycles; needs assessment and agreement on administrative issues focused mostly on common services and the establishment of the United Nations House; and procedural steps towards the formation or restructuring of thematic groups. A number of offices report progress towards either focusing on fewer thematic groups and/or using them for substantive analysis, advocacy, planning and technical support – as in Indonesia, Kenya, Malaysia, Myanmar, Pakistan and the Republic of Moldova. HIV/AIDS emerges as a key priority for thematic groups.

170. Some attempts are also being made to link country-level efforts with headquarters-based technical expertise within UNDP and other members of the resident coordinator system. Examples include inputs from UNDP corporate units for the CCA indicator framework; collaboration between UNDP and UNICEF on planning and monitoring of capacity development; and facilitation of country participation in the ACC Network on Rural Development and Food Security, which is hosted by FAO.

Box 10. Dealing with "low-profile" crises: a quiet achievement of the resident coordinator system

There are crisis situations – with a low profile globally but with important local implications – that play to the strengths of the resident coordinator system by allowing UNDP and the United Nations system to react quickly on the ground through the provision of direct support or coordination of donors. For example, UNDP – in some areas working with the International Labour Organization - is funding an innovative project for peace and reconstruction in Bougainville, Papua New Guinea. Its purpose is to help to restore and expand social capital through community participation and inclusion. At the same time, the country office is also playing a key role in donor coordination and consensus-building on the roles and responsibilities of development partners in Bougainville.

The United Nations system has also provided a coordinated humanitarian response in reaction to ethnic conflict in the Solomon Islands. During the emergency situation in the Batken region of Kyrgyzstan, the United Nations system set up an emergency management team, convened a donor coordination group, and launched an inter-agency assessment mission in cooperation with colleagues from Tajikistan. In the aftermath of the emergency, UNDP set up a donor forum specifically targeted to facilitate preventive development in the southern parts of the country while United Nations agencies agreed to launch a collaborative programme of assistance for the South. In the Comoros Islands, UNDP has worked with the Organization of African Unity to find a solution to the separatist crisis, especially in ensuring that fundamental developmental questions were addressed in the political debate; contributed towards avoiding a collapse in the inter-Comoriene conference in Antananarivo; and subsequently facilitated the adoption of a common United Nations system position on the crisis, which may have helped to mitigate further violence.

Aid coordination

171. UNDP work in support of aid coordination (SG3/SAS1) is closely related to its role as funder and manager of the resident coordinator system (see also box 10 and box 11). Data from the ROARs (table 12 below) show that almost three quarters of country offices active in this area are reporting progress. This highlights an opportunity for UNDP to develop a coherent and strategic approach linking its resident coordinator system responsibilities to its broader aid coordination role. Such a link can only raise the profile and reinforce the effectiveness of the resident coordinator system. While it is difficult to draw firm conclusions on such a complex issue from the 1999 ROARs, this is clearly a subject which merits monitoring through future ROARs.

Table 12. Aid coordination (G6/SG3/SAS1)

Regions	Number of countries reporting	Significant progress	Some progress	No change	No update
Africa	29	5	13	-	11
Asia and the Pacific	15	8	5	-	2
Europe and the Commonwealth of Independent States	15	4	6	4	1
Arab States	6	2	3	-	1
Latin America and the Caribbean	11	6	3	2	-
Total	76	25 (33%)	30 (39%)	6 (8%)	15 (20%)

172. Analysis of the data by income group indicates that country offices in the net contributor countries are doing best – although, again, the number reporting is too small to form a conclusion – with offices in the low-income and middle-income countries coming next with broadly similar rates of progress and, at the bottom tier but closely behind, country offices in the least developed countries.

Box 11. Partnerships for development: The United Nations system's experience with the Comprehensive Development Framework

There has been significant involvement of the United Nations system, through the resident coordinator system, with the Comprehensive Development Framework (CDF). In Ghana, for example, United Nations agencies were active participants in briefing workshops and seminars on the CDF: UNICEF was the focal point for education and UNDP the focal point for poverty reduction and governance. Ghana was also the first country where the CCA was used to develop strategies for the CDF. In Bolivia, the national development plan, produced through a national dialogue supported by UNDP, became the main foundation for the CDF. Moreover, it appears that the CCA/UNDAF and CDF may have played a key role in stimulating the Government's proposal for a new relationship with donors that refers to several ideas advocated by the United Nations such as the harmonization of programming cycles, use of the programme approach, decentralization and a focus on strategic results.

Within the Commonwealth of Independent States region, UNDP, UNICEF and UNHCR contributed in Kyrgyzstan to a Government-organized workshop on the CDF. The national sustainable human development strategy, prepared with UNDP assistance, is expected to be the main basis for the CDF. This strategy is now being revised to include benchmarks of progress in human development and partnership issues. In Uganda, UNDP has been invited to join a small Government-donor group involved in preparation for the CDF. It is expected that Vision 2025 (developed by the Government and the UNDP Long-Term Perspective Studies) as well as the poverty-reduction strategy currently under preparation will be among the key inputs for the CDF.

Communication and Outreach

173. The final element in this analysis by strategic area of support is the considerable effort that country offices are expending on communication and outreach to a wide variety of target groups on the mission and work of UNDP and the United Nations system, with a particular attempt being made to highlight the work of non-represented agencies. The information provided by country offices on this subject is not only comprehensive but also indicative of strong performance – with just above 80 per cent of offices reporting progress.

174. The types of results being generated by country offices include contributions to joint information/communication strategies for the United Nations system; the establishment or further development of UNIC or other public information units; the organization of special events; the preparation of press releases and briefings as well as newspaper supplements; and the production of public relations materials such as newsletters and brochures.

175. Particularly noteworthy is the development of UNDP and United Nations web sites in more than 30 countries including, in a number of cases, some innovative features. Examples include a United Nations cyber café in Sudan, a cyber centre and on-line magazine in Mongolia, a cyber tea house in the Islamic Republic of Iran, and thematic web sites on disaster management and the United Nations support facility in Viet Nam and Indonesia, respectively. Related to this are the web-hosting and other Internet-related services being provided by the Asia-Pacific Development Information Programme to United Nations regional organizations that have contributed to improved outreach in the region.

Emerging issues

176. The emerging issues in this category are:

- The strong performance in this category can be seen as both a strength and a weakness for the organization. It reflects the strength of UNDP and the United Nations in internalizing United Nations reforms and securing the process involved. Yet, it also points to a weakness in that progress is measured, for example, by the number of UNDAFs and CCAs under way rather than by asking the more difficult questions about what they achieve. This indicates the need for a substantial revision of the structure and content of the SRF placing greater emphasis on the key substantive development outcomes to be pursued in collaboration with other United Nations organizations.

- The issue of process also raises other questions. First, the sharp rise in transaction costs, i.e., the cost of doing business with the United Nations, is in part a consequence of the lack of progress on the streamlining and simplification of agency-specific programming processes. Second, the "one-size-fits-all" methodology for the preparation of the CCA and UNDAF penalizes those regions with limited capacities, either in the country offices or the host governments. It may not make much sense to pursue such a standardized approach. Finally, a further transaction-cost issue concerns thematic groups at the country level. Only a handful of offices report taking advantage of the United Nations reforms to re-examine strategically the numbers, functions and performance of these groups; many others appear in danger of pursuing a business-as-usual approach.

- The findings of the analysis support a stronger and more strategic role for UNDP in (a) seeking a substantial reduction in the cost of doing business with the United Nations system; (b) mobilizing United Nations partners to achieve concrete development outcomes at the country level; and (c) defining and systematically pursuing its own niche in direct support to conference follow-up.

V. DETAILED ANALYSIS BY SUB-GOAL

A. Goal 1: The enabling environment for sustainable human development

Sub-goal 2: Strengthen capacity of key governance institutions for people-centred development and foster social cohesion

B. Goal 2: Poverty eradication and sustainable livelihoods

Sub-goal 1: Promote poverty-focused development and reduce vulnerability

C. Goal 6: UNDP support to the United Nations

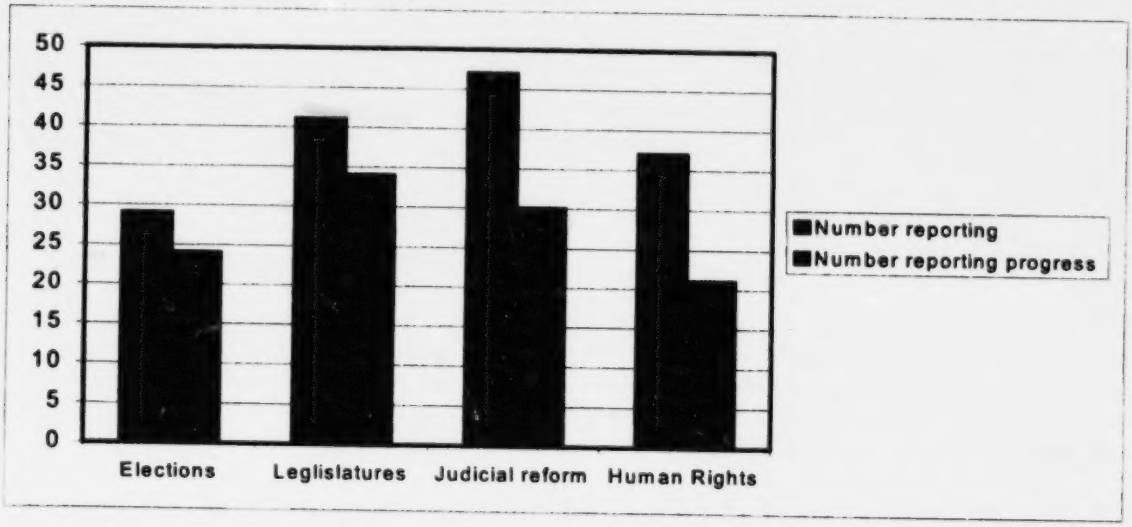
Sub-goal 1: UNDP support for follow-up to United Nations conferences

A. Goal 1: The enabling environment for sustainable human development

Sub-goal 2: Strengthen capacity of key governance institutions for people-centred development and foster social cohesion

177. This sub-goal registered more reports from UNDP country offices than any other sub-goal, both in the MYFF and the ROAR. In addition, it had expenditures in 1999, core and non-core, amounting to $242 million or 12.9 per cent of total UNDP expenditures during the year. There were high levels of reporting for each of the strategic areas of support in the sub-goal, as shown in the table below (see figure 9).

Figure 9. UNDP areas of focus within sub-goal 2



178. The importance of the sub-goal is derived from the critical role that democratic institutions can play in expanding opportunities for all people, especially the poor. The ROAR attempts to examine UNDP progress in promoting such key outcomes, even if the defined link between governance and poverty reduction often remains tenuous. At best, it can be said that while some attention has been devoted to linking policy and capacity-building to poverty reduction and access to the poor, efforts appear ad hoc in nature and are often inconsistent across regions and within countries.

179. UNDP appears to be moving into electoral assistance programmes as a first step towards a broader agenda of strengthening democratic governance for human development and poverty eradication. In this spirit, UNDP is defining a niche in the legislative area for its advocacy of SHD policies that expand the range of options for the poor and disadvantaged. Similarly, UNDP is becoming a key facilitator of justice-system reform, particularly through initiatives that seek to increase citizen access to just legal recourse. Further, UNDP rights-based approach to SHD has led to a steady growth in knowledge-exchange programmes that help the poor to learn about and defend their human rights.

180. A great deal of general capacity-building is under way, seemingly without any clearly defined goal, other than, for instance, a "stronger" parliament. Sharpening the purpose of assistance is necessary, which in turn can make the measurement task much easier.

Elections: Entry point to a broader governance agenda

181. The contribution of UNDP to elections consists primarily of support for the conduct and preparation of elections, as well as the design of electoral legal frameworks consistent with international standards (see outcome A in table 13). Country offices are increasingly adopting a holistic approach to electoral assistance, where high-profile support for elections serves as a key entry point to strengthening the institutions of democratic governance (see Box 12). Recent UNDP efforts in Indonesia, Mozambique and Nigeria underscore this new direction. Further, with growing UNDP involvement in local municipal elections, new opportunities are emerging for UNDP to help to shape the nature and form of decentralization. Work on referendums, most recently in East Timor, is also an area where democratic institutions and values are being promoted. On the other hand, UNDP electoral assistance activities do not appear to pay as much attention to increasing the participation of political parties, civil society organizations and the public at large in electoral processes (outcome B).

Table 13. Strengthening electoral processes and increasing citizen participation

Outcome A (election support)	Progress	Outcome B (increasing participation)	Progress
RBA: 12 country offices	10 country offices	RBA: 1 country office	1 country office
RBAP: 8	5	RBAP: 7	5
RBAS: 1	0	RBAS: 1	1
RBEC: 5	5	RBEC: 0	0
RBLAC: 3	3	RBLAC: 2	2

182. About 83 per cent of the 29 country offices reporting record some progress, with all 29 reporting on outcome A (election support) and only 11 countries reporting on outcome B (increasing participation). Countries in Africa exhibited progress in the areas of capacity-support for election bodies, training and electoral legislation, whereas the RBEC and RBLAC regions placed greater emphasis on more technical issues, such as the computerization of electoral rolls and the drafting of electoral codes.

183. When coordinating electoral assistance, UNDP often works with bilateral donors (such as USAID, CIDA, NORAD), the Department of Political Affairs of the United Nations Secretariat, and NGOs such as the International Foundation for Election Systems. In the RBEC region, UNDP often collaborates with the Organization for Security and Cooperation in Europe.

Box 12. Building trust through electoral assistance

Successful elections are critical to establishing political legitimacy within countries seeking to make a transition towards democracy. By supporting elections, UNDP prepares countries for accountable governance and cultivates the relationships required to support governance reform efforts in sensitive areas such as human rights and judicial independence. Building on the trust established around Nigeria's local elections in December 1998 and presidential elections in February 1999, UNDP paved the way for the adoption of the comprehensive "Governance for Poverty Reduction and SHD" programme, which focuses, inter alia, on strengthening democratic governing institutions, human rights and decentralization. Likewise, in Indonesia, UNDP coordination of an internationally recognized free and fair election in June 1999 led to a national effort, aided by UNDP, to reform the country's parliamentary machinery. Moreover, Mozambique's "Democratic Development Programme (1995-1999)", consisting of support to the judiciary, parliament, police officers and the media, originated from UNDP-led international electoral support for the country's first multiparty elections in 1994.

Legislatures: Shaping policies that benefit the poor

184. UNDP is providing support to legislatures in 41 countries. All reported under SAS2 outcome A (strengthening legislative capacity) while only 12 reported interventions linked to outcome B (legislative outreach to citizens). Under outcome A, 15 programmes are reforming organization procedures, structures and rules. Legislative development is a key priority in Africa, where parliaments are being strengthened in 14 countries, followed by Asia with nine country programmes. Ten countries in Asia, Africa and Latin America show significant progress while some progress is recorded for a further 13 countries. Eleven interventions are new, and it is still too early to gauge any progress. Difficulties were reported in seven; four of these were on hold in late 1999. The evidence suggests that legislative projects can be difficult to initiate and often take time to build momentum.

185. Roughly 50 per cent of the countries reporting in this area are engaged in increasing the flow of information through the use of modern technologies (outcome B). These efforts are predicated on the premise that lack of access to expertise and data hinders the ability of members of parliament to understand problems and develop solutions. Since a number of these programmes are quite new, it is likely to take some time before the intended outcomes are achieved.

186. An emerging strength for UNDP involves providing legislatures with assistance in shaping SHD priorities and legislation. Countries in all geographic regions show some gains in substantive legislation, especially in the areas of decentralization, anti-corruption, and constitutional reform. In Mongolia, UNDP helped to draft an anti-corruption law and a legal framework to secure the election of more women in the legislature. Most legislative assistance, however, is directed towards improving internal operations, with emphasis on information systems. Several programmes often include the promotion of management reforms, procedural changes, and training for members of parliament and staff. In Kazakhstan, UNDP assisted in creating a common legislative drafting unit for use by both houses of parliament. While improving the capacity of parliament may lead to an increase in the oversight of the executive branch, there are examples where country offices attempt to enhance oversight directly.

187. The strengthening of a parliament's outreach to citizens and constituents does not appear to be a priority for UNDP assistance. Notable exceptions are found in Brazil and Mongolia, where UNDP has helped to establish web sites to increase public access to information about parliament, and Zimbabwe, where the parliament adopted a new outreach programme with regular stakeholder seminars.

188. UNDP has forged strong partnerships in its work with legislatures but it does not consistently take a lead role. Given the asset that UNDP neutrality represents, this is an area that is underemphasized. Notably, UNDP collaborates with the Inter-Parliamentary Union and several NGOs and international organizations, such as the Inter-American Development Bank, the Asian Development Bank, the National Democratic Institute and Parliamentarians for Global Action.

Expanding justice: Improving fairness and increasing access

189. Forty-seven country offices reported work in this arena. All except four reported interventions linked to intended outcome A (improving access to justice). Twenty-five countries are working on aspects of comprehensive legal, judicial, and police or penal system reform (outcome B) while only one programme is fighting transboundary crime (outcome C). Twenty-five per cent of the programmes are new. RBLAC and RBA are predominant, with RBAP following closely behind and with nominal recording in RBEC. Significant progress is evident in 19 programmes while 11 show some progress. Programmes in Latin America are generally more mature and demonstrate greater accomplishments. Progress in RBEC and

RBAP is also notable. Programmes in Africa and the Arab States are recent in origin and, with few exceptions, do not as yet demonstrate significant results although some progress is certainly apparent.

190. Most programmes combine diverse interventions to address an array of judicial, penal and police-system problems. Improvements in the law, infrastructure, management systems, and substantive knowledge are often linked together. One quarter of these programmes focus on improving aspects of court management, including process-flow re-engineering and communication systems. Paraguay and Peru both reported decreased case-processing time. Five country programmes have created or are creating legal databases to improve the access of the public and judicial/legal professionals to the law.

191. A significant portion (26 per cent) of UNDP assistance in this area addresses justice system reform. UNDP is regularly involved in conducting assessments to provide an analytical basis for reform efforts and constructing a process of dialogue with other donors and stakeholders. Judicial-sector studies were completed by UNDP in five countries in 1999 and are now being used in discussions on needed reforms. The reforms that have grown out of past dialogues often result in improvements in equity and access. Beginning in 1998, for example, the Supreme Court of the Philippines undertook, with UNDP assistance, a comprehensive consultative process that led to the establishment of a "Blueprint for Action" for judicial reform. For the first time, justices of the Supreme Court participated in public hearings with citizens in preparing the blueprint.

192. UNDP has also been active in sponsoring legal reforms in 10 countries. For example, in Kenya, the programme has drafted amendments to laws that will improve gender equity while in Viet Nam, environmental and economic crimes have been added to the criminal code.

193. Even fewer countries (four) reported on the provision of legal aid to the poor. Guatemala, for instance, has created a small cadre of public defenders with UNDP help while Uzbekistan has instituted a new legal-aid NGO. Moreover, only six countries work in the relatively new area of alternate dispute resolution, which can be a powerful tool for relieving court backlogs, lowering the cost of justice, and providing access to justice for the poor. In Colombia and the Philippines, for example, UNDP is helping to pilot test innovative arbitration systems.

Human rights: Generating awareness and strengthening institutions

194. A new but rapidly growing area for UNDP involvement is country-level human rights programmes. The UNDP contribution to the promotion and protection of human rights concentrates primarily in the areas of awareness-raising and policy advice. UNDP support has also included the creation of and support for human rights ombudsmen and national commissions and strengthening the capacity of judicial systems (see table 14). Despite the completion of the UNDP human rights policy in January 1998, UNDP shows limited progress in helping countries to incorporate the Universal Declaration of Human Rights and other international/regional human rights instruments into national legislation (outcome B). By stressing the cross-cutting nature of human rights, UNDP country programmes pursue an integrated approach that recognizes the mutual dependency and complementarity of social, economic, cultural, civil and political rights.

195. Joint activities between UNDP and the Office of the High Commissioner for Human Rights (OHCHR) have steadily increased since March 1998, when the two organizations signed a memorandum of understanding. In particular, UNDP and OHCHR have worked closely together in preparing human rights training materials, implementing a comprehensive human rights training programme, and executing two major joint initiatives, the joint programme on Human Rights Strengthening (HURIST) and the Assisting

Communities Together (ACT) programme. In the RBEC region, UNDP also partners regularly with OSCE on issues relating to human rights.

Table 14. Results from the 37 UNDP country offices reporting activities in the area of human rights

Total number of country offices reporting	Percentage of the 37 UNDP country offices working on human rights
21 conduct awareness-raising or civic education	57
14 support national human rights ombudsmen	38
10 support national human rights commissions	27
10 support the judicial system's human rights capacity	27

196. Progress can be noted in Europe and the Commonwealth of Independent States with active education-outreach initiatives, the number of ombudsmen and national human rights commissions supported, and the promotion of legislation to promote equal opportunity of women. Similarly, in the Latin America and the Caribbean region, UNDP work in strengthening the human rights-related work of the judicial systems displays several noteworthy successes. Less visible progress is noted in the relatively newer human rights programmes in Africa, Asia, and the Arab States.

197. UNDP human rights awareness-raising activities are carried out through innovative education programmes, the promotion of a human rights approach to sustainable human development, and the provision of policy advice to national human rights dialogues and United Nations conference follow-up. Some notable human rights awareness-raising activities include the UNDP/Islamic Republic of Iran "Strengthening Capacities for Human Rights Research and Training" project in collaboration with the University of Tehran, and the training of 50 influential members of the media in Niger.

198. The creation and strengthening of national human rights commissions and ombudsmen is a growing area of activity for UNDP; it is supporting such interventions in 21 countries from all regions, the majority being in Eastern Europe and the Commonwealth of Independent States. UNDP support for human rights institutions is also distinguished through its development of a strategic plan for the creation of an Ombudsman's Office in Namibia, research that led to the passage of the 1999 Human Rights Commission Bill in Bangladesh, and support for the national human rights commissions in Latvia and Rwanda.

199. Finally, more than half of the country offices involved in strengthening the capacity of judicial systems to protect and promote human rights are located in Latin America. Projects by UNDP within the RBLAC region included the setting up of information systems to monitor the implementation of Brazil's human rights programme, as well as operational support to judges, prosecutors, and forensic doctors in Peru.

Emerging issues

200. The composition of UNDP interventions in this category appears to be rapidly changing, reflecting the growing interest among programme countries in seeking support from UNDP in hitherto-sensitive areas of democratic institution-building. During the period 1992 to 1998, programme country demand for democratic institutional support rose tenfold. While progress generally appears good, several comments may need to be kept in mind for the future:

- UNDP should strive harder to enhance access of the poor to the institutions of governance. While a "pro-poor" filter has clearly been used to make strategic choices about governance programmes in some countries, it does not appear to have been consistently applied. Governance and poverty programmes can often run parallel to one another and, consequently, fail to define clear linkages;

- Future directions for UNDP governance work lie in linking SHD concerns with support to key institutions. UNDP assistance to legislative and human rights bodies can help to deepen democratic values and institutions, especially in fragile post-conflict situations. Preparing democratic institutions for responsible governance, even prior to the casting of ballots, can be as important for maintaining legitimacy as executing a free and fair election. Although UNDP has provided assistance on laws and policies that expand the range of options for the poor, this emphasis is not manifested in most country programmes;

- For human rights, UNDP work is distinguished in the areas of awareness-raising and education. Whether through the dissemination of human rights booklets, posters and research or the convening of seminars on the rights-based approach to SHD, the unique and visible UNDP position from which to advance the human rights dialogue is noted and should be further strengthened, especially in helping the poor know and defend their rights

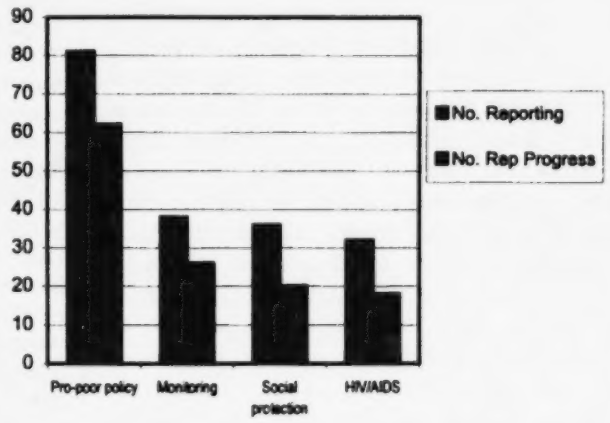
B. Goal 2: Poverty eradication and sustainable livelihoods

Sub-goal 1: Promote poverty-focused development and reduce vulnerability

201. This section analyses progress made under sub-goal 1, which largely covers interventions at the macro level. It includes UNDP support for national anti-poverty plans, poverty-focused social security systems, reducing the impact of health epidemics, and the effective monitoring of poverty and its feedback into policy-making. Much of the progress reported on outcomes at this level concerns capacity-building or involves the reform of policy, regulatory and legal frameworks or of institutions. It must be recognized, however, that some outcomes denote more progress than do others. For example, increasing public consensus for policy changes is essential but is not equivalent to the change in policy itself or the accompanying reallocation of resources. Similarly, data collection and monitoring may be prerequisites for altering public awareness but the modification of policy and the subsequent reallocation of resources can be far removed from such actions. These issues are further discussed in the analysis below.

202. UNDP support under this sub-goal falls into four broad categories. Figure 10 indicates the number of country offices reporting against the major element within each category and identifies which countries also reported progress. It reveals that within this sub-goal UNDP has prioritized support for pro-poor policy development and implementation. Far fewer countries reported against the remaining three areas of poverty-monitoring, supporting systems of social protection and dealing with HIV and AIDS. Poverty-monitoring revealed somewhat more progress as a proportion of country offices reporting, however, with over three quarters of offices showing positive results. The analysis below takes each strategic area in turn and examines in more detail the type of support provided by UNDP and the nature of the progress reported.

Figure 10. UNDP areas of focus at the macro level
(Number of Country Offices reporting against each Strategic Area of Support)



Promoting pro-poor policies and national anti-poverty plans

203. At the heart of the sub-goal lies UNDP support to national anti-poverty plans and the promotion of pro-poor policies. Taking anti-poverty plans first, three different types of result can be identified: (a) effective advocacy for national anti-poverty plans; (b) support to their preparation; and (c) the implementation of such plans. A total of 73 countries report progress with respect to these three areas. The encouraging news is that the ROAR shows that UNDP is concentrating its efforts on the more advanced stages of preparing plans and implementing them. Only in 13 countries was UNDP support to advocacy a major component, and these were concentrated in those middle-income countries where the concept of specific anti-poverty strategies tends to be a more recent phenomenon (countries in transition in Europe, the Commonwealth of Independent States and Asia, and those affected by the Asian financial crisis). Substantial progress was made in 11 of the 13 countries.

204. The bulk of UNDP activities and 85 per cent of progress with respect to anti-poverty plans centred on supporting their preparation and implementation. UNDP supported the preparation and implementation of anti-poverty plans in 23 countries in Africa, with progress in 87 per cent of cases, three quarters of which involved supporting implementation as opposed to the earlier stage of preparation. In Europe and the Commonwealth of Independent States, all 10 countries reporting showed progress, again mainly in implementation. In Asia and the Pacific, however, although 80 per cent of the 15 countries reporting showed progress, three quarters of the cases concerned support to the preparation rather than the implementation of plans. Extensive cooperation with the World Bank was apparent in the reporting for several regions, including Africa, Asia and the Pacific and Europe and the Commonwealth of Independent States. In Latin America and the Caribbean, UNDP support of poverty reduction strategies has involved close partnerships with the World Bank but also notably with the Inter-American Development Bank and the Economic Commission for Latin America and the Caribbean. In the case of RBAS, Lebanon and Morocco, as well as the net contributor countries, made progress in sensitizing governments to poverty and SHD concerns.

A missing element: The neglect of macroeconomic policies

205. Country offices were requested to provide information for the ROAR on their progress in supporting pro-poor macroeconomic and sector policies generally, as opposed to supporting a specific national anti-poverty strategy. Reporting was very weak, and overwhelmingly concentrated on promoting pro-poor policies in the social sectors of health, education and, less often, water and sanitation. There is very little evidence of progress in assisting countries in making their macroeconomic policy framework more pro-poor. This appears to be left to other actors, especially the World Bank and the International Monetary Fund (IMF). This absence of reporting on macroeconomic policies or sectors outside of health and education, such as the financial or agricultural sectors, suggests that many country offices conceive of pro-poor policy reform in narrow terms. UNDP should be broadening its assistance on policy reform and institution-building beyond the social sectors.

Box 13. Making a Start – UNDP and PRSPs

UNDP has begun to provide assistance for the preparation of Poverty Reduction Strategy Papers (PRSPs) in six countries in Africa, three in Latin America and two in South-East Asia. In Zambia, UNDP expertise in governance results in a focus on assisting the government, *inter alia*, by organizing workshops with parliamentarians and civil society organizations on the PRSP. A similar focus is apparent in Mauritania, where UNDP is supporting a consultative approach for the elaboration of outcome-oriented poverty-monitoring indicators. In Honduras and Nicaragua, UNDP has coordinated an advisory team to develop PRSPs while in Bolivia and Honduras it has supported analyses of the relationship between macroeconomic policies and poverty that feed directly into the PRSP. In Asia, UNDP has begun working with Viet Nam, and is preparing to assist the Government in drafting the interim PRSP for the Lao People's Democratic Republic.

UNDP has supported the development of national poverty-reduction strategies, programmes, and tools for many years and in many countries. There is a need to work harder, however, to ensure that this existing work and knowledge is capitalized on when preparing PRSPs. One example where this opportunity has been seized is Mali, which is directly building upon its existing poverty-reduction strategy, which was developed with very significant UNDP support.

206. There are a few exceptions with respect to macroeconomic policy reform. In Latin America and the Caribbean, UNDP has been instrumental in facilitating an analysis of the effects of macroeconomic policies on poverty in 15 countries. In sub-Saharan Africa, Côte d'Ivoire and Zimbabwe also provide examples of where UNDP has specifically sought to work with the Government to examine how alternative scenarios of economic growth may bias growth towards sectors that benefit the poor disproportionately. The efforts by UNDP country offices to support the development of Poverty-Reduction Strategy Papers, originally linked to the HIPC II process of debt renegotiation, also reflect the beginnings of attempts to look at the broader macroeconomic dimensions, including in two South-East Asian countries, Viet Nam and the Lao People's

Democratic Republic (see box 13). The analysis of the Africa region ROARs suggests that a closer partnership with the World Bank and the IMF is emerging.

207. There are also examples where UNDP has successfully expanded its vision of pro-poor policies to encompass a broader range of sectors, including in Romania and with respect to privatization in Uzbekistan. Nonetheless, overall it remains clear that macroeconomic policies and sectors other than health and education have been seriously neglected.

20/20: Limited concrete outcomes so far

208. Although it is clear that effective poverty reduction means that UNDP needs to do more than promote health and education, improving the access of the poor to basic social services nonetheless remains essential. An important instrument to achieve this is the 20/20 initiative, for which progress can be recorded at three levels of activity: (a) has a 20/20 study been done? (b) have there been advocacy activities based on the study to reallocate national expenditure? and (c) have public resources been reallocated (or maintained in the context of declining budgets) to basic social services? Only the last level is a genuine indication of an improved outcome for poor people.

209. Of the 42 countries reporting with positive outcomes, in just over half progress is limited to the first stage of carrying out a study. Although the evidence is sketchy, it appears that UNDP has taken greater leadership of the 20/20 process in Latin America and the Caribbean region compared with other regions. In a third of cases, UNDP has used the 20/20 study as a vehicle for dialogue on a reallocation (or maintenance in the context of declining budgets) of resources in favour of the social sectors, notably in Africa (6 countries) and Latin America (4 countries). These low figures for advocacy exclude, however, the fact that some countries, especially in Europe and the Commonwealth of Independent States, have used the national human development reports as the main vehicle for such dialogue rather than 20/20. Nonetheless, whichever advocacy vehicle was used, few countries are at the stage of carrying out a reallocation, with Latin America accounting for 4 of the 6 positive outcomes. The overall result is therefore rather disappointing.

Promoting poverty-focused social protection: An uneven picture

210. This strategic area of support presents a rather disappointing, uneven picture. Of the 36 countries reporting, only 20 indicated that progress had been made with governments taking into account the most vulnerable members of society in designing their social security systems. The majority of countries were at the preliminary stage of dialogue or preparation of reform rather than implementation.

211. Some 70 per cent of countries reporting progress were in the middle-income category, and only one was in sub-Saharan Africa. The Europe and the Commonwealth of Independent States region presents something of an exception, with 11 countries reporting. However, here, as in other regions, it appears that UNDP is nonetheless often supporting the reform of social security systems in general, rather than working to ensure that the systems are particularly sensitive to the needs of the poor and vulnerable in particular. Thus, for instance, while the Europe and the Commonwealth of Independent States region shows the most progress, it is only possible from the reports to identify a distinctly pro-poor focus for five of the 11 reporting countries. These included the approval of a draft law prepared by UNDP and ILO to increase pension provisions for the most vulnerable (Belarus) and improved targeting of the vulnerable through family allowances, unemployment benefits and pension provisions (Armenia). In Europe and the Commonwealth of Independent States, UNDP has worked particularly closely with ILO on the pro-poor reform of social security systems, including in Belarus, Bulgaria, Poland and Ukraine.

212. Misunderstanding of the term "social protection" was widespread, with at least eight country offices reporting progress on disaster preparedness or humanitarian support. This, together with the lack of progress in low-income countries, suggests that clarification of the term is required and careful consideration is needed of how it might be operationalized in the poorest countries. If UNDP is to have a greater impact, it will also need to combine more thoroughly its understanding of and work on reducing poverty and vulnerability with its contribution to social protection.

Combating HIV/AIDS: Prevention, treatment and tackling marginalization

213. Although this strategic area of support was intended to cover UNDP contributions to combating health epidemics in general, the intended outcome and indicators concentrated on HIV and AIDS. As a result, only three countries reported on epidemics in general, and the analysis below therefore focuses on HIV/AIDS.

214. UNDP has been active at three levels: (a) supporting awareness-raising on the prevention and treatment of HIV/AIDS and its economic and social impact; (b) promoting capacity at the national level, particularly to develop multisectoral strategies; and (c) practical measures at the community level. The first level saw only 16 countries reporting although progress was achieved in three quarters of cases. The Asia and the Pacific region revealed the highest number of reports (6) and the greatest number of countries with progress (4). The support was diverse, ranging from the provision of educational materials in Cambodia, by funding NGO awareness activities in Mongolia, and socio-economic studies in Viet Nam.

215. The greatest concentration of effort, however, was at the level of national programmes, where 32 countries reported. Not surprisingly, success in strengthening national capacity and multisectoral strategies was more elusive than merely raising awareness and the proportion revealing progress was significantly lower, at 56 per cent. The greatest numbers of countries reporting progress were in Africa (six) and Asia and the Pacific (six); considering the size of the Europe and the Commonwealth of Independent States region, it is noteworthy that five countries reported progress. A feature of UNDP support in Africa has been the integration of the findings from socio-economic studies on HIV/AIDS into national-level policies and programmes (Botswana, Mozambique, South Africa and Swaziland).

216. Far less progress was reported at the community level, and very few country office reports indicate a focus on preventing the marginalization of people living with AIDS. Africa revealed only one example of progress, while Latin America and the Caribbean reported two, and Asia and the Pacific and Europe and the Commonwealth of Independent States each had three. Very little progress was made at any of the three levels in the Arab States, and none at the community level. Examples where UNDP was successful in promoting practical measures that also sought to tackle marginalization include supporting the preparation of a draft law on human rights aspects in Haiti and the training of police and journalists in Ukraine, for instance. UNDP appears to have had more of a leadership role in this area in Europe and the Commonwealth of Independent States, where UNDP is chairing United Nations theme groups on HIV/AIDS in most of the countries in the region. In Asia and the Pacific and in Africa, UNDP has worked in particularly close partnership with UNAIDS.

Monitoring human poverty and income poverty

217. The monitoring of poverty was the second most significant special area of support for country offices both in terms of including it in their strategic results framework and achieving results (see figure 10). Three aspects of monitoring are considered here: (a) UNDP support to the regular updating of poverty-related statistics; (b) assistance with the gender disaggregation of poverty data; and (c) promoting the use of

poverty data in policy and strategy development. A total of 56 countries indicated that regular updating of poverty-related statistics took place, of which 16 were in sub-Saharan Africa, 15 in Latin America and the Caribbean, and 12 in Asia and the Pacific. What is particularly encouraging is that 36 countries, or 64 per cent of those countries with regular updating, indicate that national anti-poverty planning and policy-making take account of poverty data. One third of these were in sub-Saharan Africa, with least developed and low-income countries in general showing most progress, accounting for nearly 60 per cent of positive results. This reflects the fact that it is in sub-Saharan Africa, where UNDP has been most active in supporting the preparation and implementation of anti-poverty plans, that positive outcomes were reported in 20 countries (see above). It suggests that UNDP has had some success is ensuring linkages between work on indicators and support for poverty planning. National human development reports have also been used as an entry point into national dialogue on poverty policies. In RBEC, for example, they were usually the first reports to highlight the social costs of transition, raising awareness among the public and within the government.

218. Some 32 country offices reported that gender-disaggregated, poverty-related statistics were prepared, spread over the various regions. In Europe and the Commonwealth of Independent States, 57 per cent of those countries reporting on poverty-monitoring specifically also worked on gender-disaggregated poverty data, followed by Latin America and the Caribbean and the Arab States. However, the ROAR results, although encouraging, indicate that UNDP work on gender and poverty is often insufficiently integrated and the intersection between the two – poor women – is neglected (see box 14).

More focus needed on human poverty

219. In the recent past, many UNDP offices were at the stage of advocating for poverty surveys and poverty assessments. However, the ROAR indicates that advocacy for improved monitoring now accounts for only a fifth of the positive outcomes reported. In the majority of cases, UNDP country offices have been working at a more advanced stage, namely, backing a national household survey or the publication of a poverty assessment based on such a survey, often in partnership with the World Bank. In some countries, such as Guyana, Malaysia, Morocco and Tajikistan, new household surveys have been recently carried out. But in most cases, excepting Latin America, UNDP is lending its support to new poverty assessments, not just surveys.

Box 14: Monitoring poverty, ensuring gender sensitivity

The ROAR reveals examples of UNDP working to develop gender-disaggregated poverty and human development data, to help ensure pro-poor policy- setting takes account of the gender dimensions of poverty reduction. Concrete examples include support by UNDP of the vulnerability and poverty assessment conducted in the Maldives, which established a gender-disaggregated vulnerability index for the first time. Other examples in the Asia and Pacific region include India, Nepal, Philippines, and Republic of Korea, which, with UNDP support, include unpaid household labour in labour-force surveys and factor this into policy decision-making.

The ROAR also indicates positive outcomes in other regions, often through national human development reports. Examples include Albania, Burkina Faso, Central African Republic, Iraq, Kyrgyzstan, Niger, Tajikistan, Uzbekistan, and Zambia. However, it appears that UNDP programmes supporting better poverty-monitoring and those supporting gender disaggregation of data often operate on parallel tracks, with far too little cross-fertilization between the two.

220. Many assessments are based, however, on conventional income-expenditure surveys. UNDP has encouraged some countries to monitor human poverty but the survey techniques for this purpose are not yet well known or readily available. Armenia and Yemen are two recent exceptions where monitoring of human poverty has taken place. Only a few assessment initiatives, such as those in Kyrgyzstan, Papua New Guinea and Uganda, have emphasized participatory approaches.

221. The predominance of conventional surveys in Latin America, for instance, partly reflects close collaboration with the Inter-American Development Bank and the World Bank. Since the World Bank increasingly embraces participatory methodologies and broader measures of poverty, UNDP has an opportunity to establish partnerships that give due weight to human poverty as well as to income poverty. Last, few country offices report on progress in persuading countries to set time-bound goals and targets for poverty reduction—although this is a prominent commitment of the World Summit on Social Development (WSSD).

222. Thus, while reported results suggest that UNDP assistance has been valuable in promoting monitoring of income poverty, more progress is needed in monitoring human poverty. Greater emphasis on such publications as poverty-focused national human development reports and national or regional poverty reports (such as the *South Asia Poverty Monitor* and *Poverty in Transition*) could contribute to this effort. Ensuring a better understanding of the multidimensional nature of poverty will help to improve pro-poor policy-making.

Emerging issues

223. This sub-goal centres mainly on support and results achieved at the macro level. However, it is important to recognize that overall, as *Overcoming Poverty 2000* points out, commitment to poverty reduction by UNDP often translates into an array of small-scale disjointed projects at the micro level. The picture of progress described above must be set against the knowledge that the resources allocated to more micro-level activities, captured in sub-goal 2, outweighed those at the macro level by more than two to one, estimated at $419 million and $172 million, respectively, for 1999. When national anti-poverty strategies are translated into programmatic components, the reports suggest that UNDP is specializing, because of its limited funds and responsiveness to partner demands, in micro or targeted interventions such as microfinance and small-scale social service provision. The danger is that UNDP may support large numbers of micro interventions without giving sufficient priority to scaling them up for wider impact, or ensuring that they provide insights relevant to policy-makers. Without scaling up or establishing clear linkages with policy formulation, UNDP support of micro-level interventions can make only a limited contribution to poverty reduction.

224. It appears from the ROAR reports that although many country offices are involved in supporting both governance reforms and national anti-poverty plans, the link between the two is often not explicitly addressed. A recent thematic evaluation of decentralization by UNDP concludes that there is no automatic link between greater decentralization and the improved responsiveness of institutions to the needs of poor people. However, the experience and knowledge that UNDP possesses suggest that UNDP may have a comparative advantage in articulating in what contexts and in which ways governance and poverty reduction objectives can be pursued together. There is an opportunity for UNDP to strengthen the links between its work on governance and poverty reduction within the context of following through on the WSSD commitment to implement effective national anti-poverty strategies.

C. Goal 6: UNDP support to the United Nations

Sub-Goal 1: Provide effective and integrated follow-up to the United Nations global conferences within the context of sustainable human development

225. This sub-goal is primarily concerned with the UNDP role in facilitating more cooperative as well as more effective action by the United Nations system to assist programme countries in pursuing the global development agenda emerging from the United Nations conferences of the 1990s. It focuses, in particular, on how UNDP, individually and collaboratively with partners, acts as a key link in the chain connecting global goals to country-level action, in its capacity as the principal development and operational arm of the United Nations system.

226. Not surprisingly, therefore, this sub-goal reveals large-scale engagement by UNDP at the field level: 74 country offices on the direct promotion of conference follow-up (SAS1); and 98 offices on the use of the CCA and UNDAF as instruments for focusing United Nations support to conference follow-up (SAS2). Overall performance in these country-level efforts is impressive, with country offices reporting an average rate of progress against intended outcomes of 77 per cent. There has also been progress at the corporate level (SAS3), where UNDP has helped to promote a more coherent position on global development issues and conference follow-up, both within the United Nations system and in other international forums.

227. Closer examination of the information from ROARs, confirmed by other sources such as the *Poverty Report 2000*, however, yield three key concerns:

- The actions of both the United Nations system and UNDP in support of conference follow-up appear too dispersed to hold good prospects of making a significant difference over the medium to long term;

- Although successful in their own right, several major activities in support of conference follow-up may be suffering from some basic flaws, for example, in developing actions plans that are neither anchored in clear national targets corresponding to the global goals nor linked with budgeting;

- The UNDG, and UNDP in particular, need to guard against concluding prematurely that the widespread adoption of the CCA and UNDAF means that the United Nations reforms are well under way at the country level. If anything, what has been accomplished so far, while significant, is still very much in the preliminary stages of implementation. The more difficult tasks and harder choices lie ahead, not least in finding ways to ensure that these instruments help to accelerate and invigorate national action on conference follow-up.

A detailed analysis for each of the three strategic areas of support under this sub-goal is provided below.

UNDP direct support for follow-up to the United Nations conferences (SAS1)

228. As shown in table 15, the percentage of progress reported by offices for this SAS is very high (80 per cent). Disaggregation of the data by region reveals some interesting nuances in performance: the better-than-average performers are Africa and Asia and the Pacific, both of which tend to favour support for policy development and action planning, but they are mainly making 'some' as opposed to 'significant' progress. In contrast, Europe and the Commonwealth of Independent States and Latin America and the Caribbean place greater emphasis on advocacy and outreach, which yield relatively lower performances but a higher concentration of "significant" progress.

Table 15. Direct support for conference follow-up

Region	Number of countries reporting	Significant progress	Some progress	No change	No update
Africa	19	5	11	-	3
Asia and the Pacific	12	3	7	1	1
Europe and the Commonwealth of Independent States	17	8	5	4	-
Arab States	12	3	6	2	1
Latin America and the Caribbean	14	9	2	-	3
Total	74	28 (38%)	31 (42%)	7 (9%)	8 (11%)

229. Looking at these two sets of interventions more closely, *advocacy* is commonly undertaken on a conference-by-conference basis, on issues of poverty, gender and the environment, often linked with fifth anniversary assessments of follow-up. A combination of approaches is taken by country offices. For example, surveys and periodic reports are used to monitor progress and provide a foundation for dialogue on follow-up. A few offices also report using national human development reports as entry points for either stimulating action on or strengthening an ongoing process of follow-up. A closely related area of endeavour is the creation of national electronic databases to support monitoring of conference follow-up. To cite a few cases, UNDP has contributed in Bangladesh, Dominican Republic and Kyrgyzstan to situational analyses on conference follow-up; to a joint (United Nations) issues paper on the same subject in Viet Nam; to the second edition of a report on "Pakistan and the UN's Global Agenda"; and in Lebanon, to the establishment of a computerized framework to support the Inter-ministerial Committee on Follow-up to the Conferences.

230. Country offices report building on this through the organization of national or sub-national forums, seminars and workshops to raise awareness and galvanize systematic action on follow-up as, for instance, through the high-level national forums held in Jamaica, Mongolia and Russia. A number of offices also report on assistance provided for the establishment of governmental mechanisms for follow-up, either across the board (for example, national commissions) or by sector or through the designation of focal points in ministries.

231. *Substantive support to conference follow-up* includes policy analysis, strategy development, action planning and mainstreaming of cross-cutting issues in development programmes. This is either concurrent with or succeeded by monitoring and assessment of the status of conference follow-up. The focus of action is on the World Summit for Social Development, the Fourth World Conference on Women and the United Nations Conference on Environment and Development and, to a lesser extent, the World Conference on Education for All.

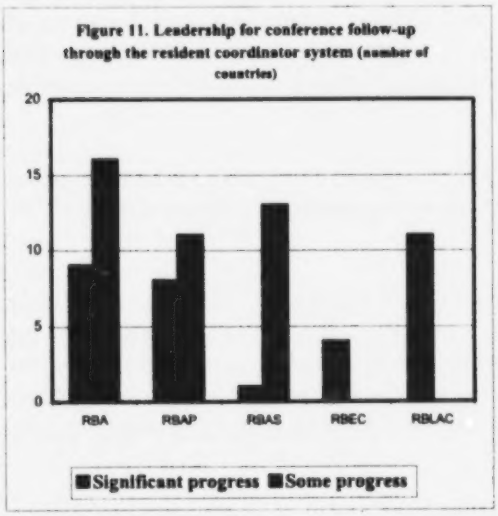
232. An unambiguous finding is that worldwide progress on the follow-up to global conferences is still geared disproportionately towards preparing rather than implementing national action plans for individual conferences or conventions. The plans tend to cover a broad range of approaches but reveal some common drawbacks that are apparent from the ROARs and clearly identified in the *Poverty Report 2000*: (a) questions about the extent of ownership of process, product and subsequent action by national actors; (b) lack of time-bound goals and targets – for example, although more than three quarters of all countries have established poverty estimates and more than two thirds have plans for reducing poverty, fewer than one third have set targets for eradicating extreme poverty or substantially reducing overall poverty; (c) a narrow or targeted approach that understates the importance of cross-sectoral linkages; (d) related to the latter point, lack of clarity on the definition and practical application of integrated follow-up to conferences; (e) few links, if any, with macroeconomic planning, especially taxation, investment and expenditure policies; (f) absence of monitoring frameworks that can provide a systematic foundation for assessing progress based on national-level indicators, benchmarks, and data; and (g) perhaps tying all the previous points together,

inadequate appreciation of the importance of economic and political governance in determining national capabilities for transforming even the most thoughtful plans into meaningful progress towards the global goals. It is not surprising, therefore, that the evidence of progression from stand-alone plans to mainstreaming in macro planning and action is very limited. It includes cases such as the 10 reports on conference follow-up in Ethiopia, which contain national strategies; approval of national strategies based on the conferences in Argentina; integration of the concerns raised by the World Summit on Social Development in development plans for the poorest provinces of the Islamic Republic of Iran; some progress on budget reallocations guided by conference resolutions in Bulgaria, Lebanon and the United Republic of Tanzania; and conference-linked changes in legislation reported in Tajikistan.

233. Beyond raising some doubts about the efficacy of existing interventions on substantive follow-up, these findings also raise questions about the effectiveness of the link between the global development agenda and development cooperation. They confirm the observation made in the annual report of the Administrator to the most recent Economic and Social Council (DP/2000/11) that "there is still a disconnect between the conference outcomes and attendant legislation, on the one hand, and the objectives of actual development assistance, on the other". The report recommends that efforts be made to close this gap and to ensure that conference outcomes serve as basic objectives for all aid programmes.

Exercising leadership through the resident coordinator system in the follow-up to the United Nations conferences

234. This strategic area of support is concerned with the use of CCAs and UNDAFs for coherent and focused support by the United Nations system to national action on conference follow-up. The percentage of progress reported by offices for this SAS is high (74 per cent); disaggregation of the data by region shows that the better-than-average performers are Africa, Asia and the Pacific and the Arab States although they are mostly making "some progress" (see figure 11). The Europe and the Commonwealth of Independent States region, in contrast, is distinguished by the very low rate of progress reported whereas Latin America and the Caribbean is noteworthy for achieving the highest percentage of "significant progress".



235. Data obtained from the Development Group Office show that, as of the end of January 2000, 114 of 135 programme countries (84 per cent) have either completed CCAs or have them ongoing or planned. The data also confirm that the Europe and the Commonwealth of Independent States region has the lowest percentage of countries at some stage of preparing the CCA (54 per cent). Owing to the limited United Nations presence in certain countries, not all programme countries are expected to undertake an UNDAF and some countries will base their programming directly on the results of a completed CCA. As of January 2000, 18 countries had completed the pilot UNDAF exercise and 20 more were actively planning or had already launched the process.

236. There are two sets of issues concerning the CCA and UNDAF. The first relates to *process*: in virtually all countries reporting under this SAS, the resident coordinator/resident representative and the country team have created thematic groups to (a) provide greater focus to United Nations system activities in the country; (b) assist in the follow-up to specific conferences; and (c) support the sectoral policy and strategy

formulation required for the preparation of CCAs and UNDAFs. The scale of investment – in time, effort and manpower – is considerable: it is estimated that approximately 600 thematic groups are active worldwide. What is less well known are the returns being generated from this investment. As noted in the analysis of goal 6, there is reason to believe that they are generally quite low at present.

237. The second issue relates to the CCA and UNDAF as *products* that substantially enhance the contribution of the United Nations system to national development. As noted by the inter-agency *UNDAF Assessment Report* (1998), since amplified in the *CCA and UNDAF Guidelines* (April 1999), this instrument is, among other things, expected to promote improved focus and results orientation in assistance from the United Nations system, stimulate closer inter-agency collaboration, help to forge partnerships with a broad range of national and international actors and support country-level action on the global development agenda. It is still difficult, however, to capture from the ROARs the extent to which the UNDAF has been used for these purposes, an information gap that has to be closed in future ROARs.

238. The little, mostly anecdotal, evidence that is available suggests that the UNDG and, more broadly, the United Nations system must pay as much or more attention to the qualitative as to the quantitative dimension of the UNDAF (and, indeed, the CCA). The reasons lie, among other things, in: (a) the persistence of views at the country level that the CCA and UNDAF are simply another accretion of bureaucratic process generated by Headquarters; (b) scarcity of required skills in policy analysis, strategic planning and monitoring and evaluation leading to an undesirable degree of reliance on outsourcing of key tasks; (c) still unmet need for guidance on the links between strategic planning and programming as well as resource allocation; and (d) continued uncertainty about the incentives for closer cooperation within individual agencies. The risk is that, left unattended, these issues will raise serious doubts about the efficacy of the United Nations reforms when, as mandated by the General Assembly, an evaluation of the impact of the UNDAF (and CCA) is carried out in 2001, in preparation for the next triennial comprehensive policy review.

UNDP leadership at the global level

239. Considerable progress has been made at the corporate level (SAS3) in forging a common vision of development issues and operations among United Nations system organizations and other partners. The main results, which reflect active UNDP participation and/or leadership within inter-agency forums, are as follows:

- UNDG — revised guidelines for the CCA and UNDAF; agreement on a timetable for harmonization of programme cycles; agreement on joint programming; and adoption by UNFPA and UNICEF of key elements of the MYFF;

- ACC/CCPOQ — adoption of the ACC guidance note on the CCA/UNDAF, which made these tools available for use by the entire United Nations system; adoption of the CCPOQ guidelines on the functioning of the resident coordinator system, which provide an agreed set of principles guiding the operation of the resident coordinator system; major progress towards preparation of the CCPOQ guidelines on human rights and the guidance note on capacity-building (since approved in early 2000);

- Partnership Working Group and the Inter-Agency Consultative Meeting - adoption of the guidelines for operational support services by UNDP at the programme country level, which represent a new, harmonized approach towards reimbursement for operational support services provided by country offices to United Nations system partners;

- Inter-Agency Standing Committee - continued chairmanship of the reference sub-group whose membership extends beyond the traditional IASC membership to include DPA, DPKO, the World Bank, DGO, the Special Representative of the Secretary-General for Children in Armed Conflicts and others.

Emerging issues

240. Overall, the analysis of sub-goal 1 raises a timely question on the subject of conference follow-up: is the United Nations making a meaningful and lasting contribution to national efforts? Information from the first set of ROARs and other sources provides a much more ambiguous response to the question than should be the case, given the priority attached to conference follow-up and the substantial investments made in the area. This suggests that UNDP, both individually and collaboratively within the framework of the UNDG and ACC, needs to initiate a frank reassessment of current approaches and, if the findings warrant it, facilitate a realignment of assistance from the United Nations for conference follow-up. Even at this early stage, it is possible to identify how UNDP and the United Nations might regain the strategic high ground by:

- Enabling programme countries to acquire the capabilities to set national targets and systematically monitor progress;

- Shadowing national target-setting and monitoring by articulating and assessing the contribution of the United Nations itself to the achievement of the global goals;

- Moving beyond UNDAFs and CCAs in the approach to conference follow-up;

- Addressing the compartmentalization of conference follow-up by clarifying the practical implications of integrated follow-up, including instances where stand-alone efforts may be feasible.

241. UNDP must capitalize much more strategically on its strengths to enable the policy change and capacity development that can help to translate the global development agenda into successful, nationally owned and partnership-driven initiatives.

VI. Financial reporting

The integrated resource framework

242. The integrated resource framework (IRF) encapsulates the resources allocated for programme, United Nations operational activities, programme support and management/administration within one framework, which allows a clearer link with results.

243. Overall most of the estimates presented are in line with the MYFF targets. (Programme expenditures are based on the projected delivery estimated for 1999 while the expenditures for programme support, support to the United Nations operational activities and management and administration are estimated on the basis of the latest available 1999 expenditures.) Moreover, the 1999 estimates offer base-line data against which to measure progress in meeting the MYFF financial targets particularly as the start of the MYFF has been marked by a lower-than-expected level of regular contributions, at some $694 million.

244. More specifically, a number of points need to be highlighted in terms of comparing 1999 expenditure with the MYFF projections:

- The estimated programme expenditure, amounting to $477 million in 1999, is lower than the average yearly delivery estimated in the MYFF, at some at $660 million;
- On the other hand, expenditure on other resources is estimated at $1,358 million in 1999, which is close to the annual average projected in the MYFF of $1,492 million;
- Importantly, as table 16 highlights, LDCs clearly benefit from the largest share of regular resources, some 60 per cent of the total, while the greatest share of total resources went to non-LDC countries and involved government contributions from these same countries. In general, the distribution of regular and other programme resources between the various categories of countries in 1999 is in line with that foreseen in the MYFF;
- Overall estimated expenditures in 1999 for the regular biennial support budget match the net annual averages set out in the MYFF as a result of the Administrator's commitment to zero nominal growth. Maintaining these levels has involved reductions to the 2000-2001 biennial support budget and will involve a new round of cuts to the 2002-2003 biennial support budget;
- The estimates of 1999 income from government contributions to local office costs match those outlined in the MYFF period;
- The 1999 estimated expenditure on support to United Nations operational activities, at $73 million, is lower by some $10 million than the projected annual average in the MYFF, also owing to the decrease in the 1999 level of regular contributions.

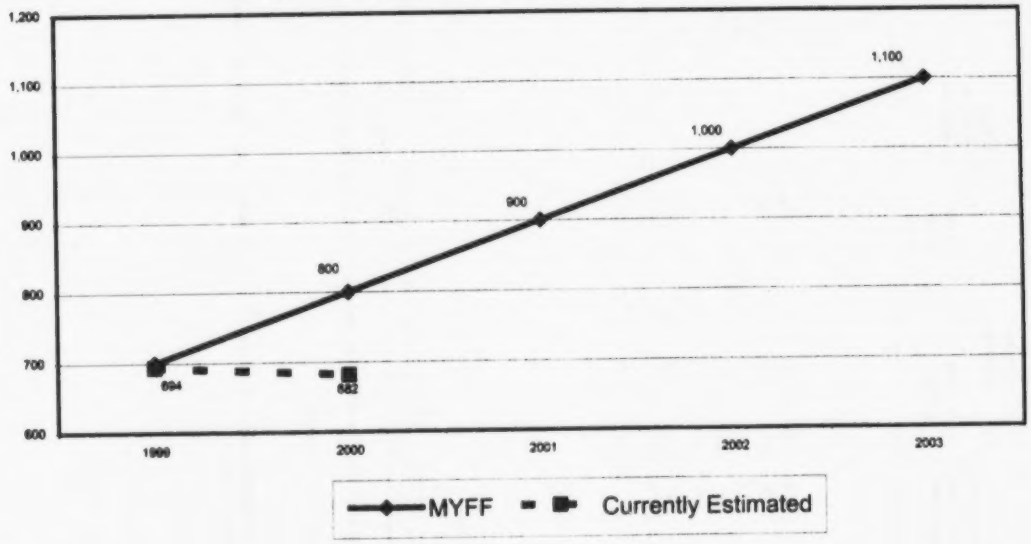
245. It is important to stress that underpinning all the MYFF framework is the close link between programme results and financial resources. The lower-than-expected volume of regular contributions in 1999 and the already modest projection for 2000 of $682 million, as opposed to the MYFF target of $800 million, is thus of clear concern. The continuation of such a situation brings with it the risk of jeopardizing UNDP cooperation with programme countries as envisaged under the MYFF in the period 2000-2003.

246. In essence, it is imperative to reverse the current stagnant trend and to ensure that the projected annual MYFF contribution targets of, respectively, $800 million, $900 million, $1,000 million and $1,100 million for 2000, 2001,2002 and 2003 become a reality.

Linking results to resources

247. The ROAR analysis provides a framework that shows a correlation between financial expenditures and programme results. This is done with the presentation of expenditures according to SRF goals and sub-goals in the main text of the present document. Figure 12 shows the low level of contributions in relation to resources required as set out in the MYFF. If the trend continues, it may well have significant repercussions on the ability of UNDP to deliver on the intended outcomes.

Figure 12. UNDP voluntary contributions, 1999-2003: MYFF projections versus current estimates; (millions of dollars)



248. As a natural follow-up to this first ROAR preparation, improvements will be introduced. The Administrator has already decided to map the existing classification within a revised structure for the 2000 ROAR.

Table 16. Resource allocation framework: 1999 estimated expenditures (in millions of dollars)

Category	Programme				Programme support							Management and administration	Support to United Nations operational activities	Grand total	
	Regular resources	*Other resources*		Total	*Regular resources*			Minus Administrative and operational services		*Other resources* a/	Total	*Regular resources* f/	*Regular resources* g/		
		Government cost-sharing	Other cost-sharing and trust funds		Country offices	HQ	GLOC and other income								
Core programme (Poverty, enabling environment for SHD, environment, gender and programme for special development situations)															
Country offices, including countries in crisis	236	8	161	405	57	16	8	6	71	10	81			486	
Least developed countries	153	705	185	1043	66	9	20	4	59	50	109			1152	
Other countries	-	168	2	170	4	0 c/	2	-	2	10	12			182	
Net contributor countries	389	881	348	1619	127	25	30	10	132	70	202			1820	
Subtotal	88	1	129	217	2 b/	0 d/	-	2	4	7	11			228	
Other e/	477	882	477	1836	129	25	30	12	136	77	213			2049	93.9%
Total												60		60	2.7%
Management and administration															
Support to United Nations				-							-		9	9	
Programme support to resident coordination				-							-		47	47	
Country offices				-							-		1	1	
DGO				-							-		2	2	
IAPSO				-							-		14	14	
UNV (net)				-							-		73	73	3.4%
Total	-	-	-	-	-	-	-	-	-	-	-	-	73	2182	100.0%
Grand total	477	882	477	1836	129	25	30	13	137	77	213	60	73		

Notes

a/ Covers, both for regular and other programme resources, regional and global programmes and other (Evaluation, TCDC, Programme of Assistance to the Palestine People, Central America, Development Support Services, etc.).

b/ Covers, for this column only, budget relating to Programme of Assistance to the Palestine People.

c/ Estimated $428,000, which is rounded to zero.

d/ Estimated $17,898, which is rounded to zero.

e/ Includes administrative and operational services at approximately $28 million, Programme support/Country offices at $37 million, and Programme support/headquarteres $12.3 million.

f/ Excludes management and administration for other resources, which amount to $2.4 million.

g/ Does not reflect other resource activities for IAPSO and UNV.

VII. Conclusion and next steps

249. The ROAR and the MYFF define new opportunities for UNDP. By making a more convincing case to the broader public, they help to confirm the value of a multilateral organization in combating poverty globally. As key planning and reporting instruments, they contribute towards sharpening the strategic management of the organization. And by focusing on comparative value and the demonstration of results, they influence the content and nature of the organization's dialogue with the Executive Board and its wider stakeholders.

250. The ROAR analysis provides an empirical perspective to the ongoing debate on aid institutions and their focus. Recent assessments of aid effectiveness have argued for a high-impact strategy, by focusing aid on countries with high poverty rates and good policy environments. Yet a basic rationale of aid must be to help countries to improve their policy environments. Development cooperation can play a significant role in stimulating debate and ideas. To perform these multiple roles, it is the relationship of development agencies with national partners that has the greatest impact on the policy environment.

251. The challenge for development agencies is to focus on countries with high incidence of poverty and to recognize that development cooperation, carefully carried out, can be an effective midwife of good policies. The United Nations in general and UNDP in particular, as the United Nations' development agency with its trust and neutrality as core strengths, have potentially the largest role to play in helping countries to develop and implement 'good' policies.

252. Although the methodology remains work in progress, the 1999 ROAR presents a wealth of data and analytical insights. The ROAR identifies areas of good performance and areas where concentrated management attention is required. By establishing an empirical base for identifying best practices and areas where there is demand for them, it provides an opportunity for UNDP to live up to its promise in delivering knowledge where it is most needed. It has allowed a keener appreciation of some of the comparative strengths of UNDP and how they relate to the goals and sub-goals laid out in the SRF. It has pointed in several instances to the need to modify substantially and streamline the SRF itself. But most of all, it allows a comparative analysis of progress, contributing to the new management culture and practices of UNDP in line with the Administrator's vision.

253. With the MYFF and ROAR as essential building blocks, some of the management challenges facing the organization can be presented as follows.

Strengthening strategic management in UNDP

254. The challenge now is to ensure that the notion of results and the SRF in particular drive management decisions throughout the organization. At the country level, each management team has to make its SRF more strategic, concentrating on a limited number of key outcomes with reporting on progress backed up by relevant indicators. Equally, at the corporate level, the analysis undertaken by regional bureaux and units such as the Bureau for Development Policy and the Evaluation Office has to identify and promote the key lessons learnt from the exercise.

255. In particular, taking a strategic view requires a firm management commitment to move away from projects that are undertaken in isolation or address ultimately limited concerns or that do not have strong partnerships with national institutions and civil society as well as other donors.

Strengthening the focus on outcomes

256. The notion of outcomes is still new to UNDP and requires additional effort to make it part of the understanding and normal work of the organization. At the country level, this requires a commitment to strong monitoring and evaluation of the key outcomes for which there is a demand for UNDP to contribute to. This should in fact become part of the regular functions of each country office. The monitoring of outcomes can be effective only when done in partnership with others. At the corporate level, UNDP may need to select a limited number of key outcomes, stemming from the global conferences, in which it wishes to take global leadership, and pursue a coordinated effort, jointly with its key development partners, to track and evaluate progress in achieving global goals and targets.

A stronger commitment to partnerships

257. While broad, strategic partnerships may need to be nurtured with specific institutions, the largest gain may well lie in nurturing strong partnerships as part of coalitions, national and international, in support of specific development change. Partnerships must become outcome-specific.

258. These new directions on aid and the progress achieved by UNDP in results-based management promise new opportunities for a deeper, more substantive dialogue between UNDP and its stakeholders and partners, in particular its Executive Board. Issues such as focus and universal presence may need to be revisited in a results-oriented environment. To take the example of universal presence, the shift in the purpose of aid from disbursing funds to the dissemination of knowledge changes the context of the debate. In an environment where ownership and partnership are the preconditions for achieving results, presence becomes an integral part of a global effort to create and disseminate knowledge. Presence becomes an indispensable part of development cooperation. The relatively low cost of maintaining the United Nations operational arm in low-income countries, as shown in the MYFF document, does not exceed $1 million per year for the top five donors to UNDP.

259. Finally, it merits repeating that this first ROAR has taken the organization a major step forward in delivering on the MYFF compact established with the Executive Board in 1999. This first ROAR, completed in a very short time, presents a significant opportunity for the organization to move ahead in becoming a knowledge-driven global catalyst and advisor delivering on its SHD mandate and in making a concrete, substantial difference to the lives of people in the programme countries. With adequate resources, it will also provide an opportunity to demonstrate effectively the purpose and value of a multilateral organization in a rapidly changing world.

ANNEX I
Technical note on the methodology used in the ROAR

Building blocks of the methodology used in the ROAR

1. At the heart of the results-based management approach lies an attempt to shift the focus away from inputs and activities and direct UNDP more towards development results. The ROAR analyses progress in terms of results, defined to include both outcomes and outputs to which UNDP has made a significant and credible contribution. Country offices reported on results using the following definitions of outputs and outcomes. (These definitions are set out in full in *UNDP results framework: technical note*, of 12 March 1999, available on request from the Evaluation Office.)

- Outputs are the specific products and services that emanate from programme or non-programme activities and over which managers have a relatively high degree of influence. They relate to the completion (rather than the ongoing conduct) of activities. Examples include studies, consultants' reports and individuals trained.
- Outcomes are actual or intended changes in development conditions that UNDP interventions are seeking to support. These changes are the result of collective efforts by different partners and are generally not the result of an intervention by UNDP alone. Seeking to influence outcomes is therefore highly dependent on partnerships.

2. The analyses in country office ROARs draw on a three-point classification of progress to differentiate between significant progress, some progress and no change, as defined below. In many cases a simple two-point classification of progress and no change was used reflecting the start-up nature of the current ROAR.

- Significant progress: progress reported at the outcome level *and/or* significant progress on outputs.
  - High turnout at general election (progress at the outcome level); electoral legislation drafted, voter registration system established, election workers trained (significant progress at the output level).
- Some progress: no progress at the outcome level *but* progress on some outputs *or* significant activities under way.
  - Public expenditure not yet reallocated in favour of human priority investments (no progress at the outcome level); 20/20 report prepared, workshop organized, recommendations submitted to government (significant progress at the output level);
  - New sources of funding for environmental initiatives not yet mobilized (no progress at the outcome level); design and organizational arrangements for a national trust fund at an advanced stage (significant activities under way).
- No change: no change at the outcome level *and* no progress at the output level.
  - Legislation on property rights not yet redrafted in line with the Convention on the Elimination of All Forms of Discrimination Against Women (no progress at the outcome level); activities postponed by national partner (no progress at the output level).

3. This methodology should be seen as a step beyond self-assessment because it requires careful reporting against indicators and cross-checking by regional bureaux and the Bureau for Development Policy. Results indicators covering outputs and progress were used. Country offices developed country-specific indicator, and incorporated them into their SRF documents. This helped to ensure that progress was measured according to clearly defined and agreed indicators and assisted in screening out unsubstantiated assertions of progress.

Potential distortions in results analysis

4. The innovative nature of the ROAR process and methodology and the challenges intrinsic to results-based management mean that there is scope for a number of distortions. Some of these difficulties are addressed in the current exercise and others will be minimized as the methodology is further refined and improved. The three major types of distortion which can affect the reliability and accuracy of the assessment concern reporting quality, qualitative judgements, and aggregation and ranking of results.

Quality of reporting

5. *Quality of reporting against indicators.* Some country offices either failed to provide clear updates of progress against the selected indicators or reported progress without reference to indicators. Attempts were made to minimize any ensuing under- or over-reporting of progress by cross-checking the outcome and output report with the narrative report. Further refinement of methodology and greater training should improve the choice of indicators and reduce unclear reporting against indicators, thereby enhancing the objectivity and accuracy of the ROAR analysis.

6. *Non-reporting of results.* This problem was partially resolved by mining the various reports contained in each ROAR and by accessing the knowledge base on country activity within regional bureaux and the Bureau for Development Policy. A certain amount of non-reporting was expected and simply reflects the fact that the achievement of outcomes may not neatly fit in with the annual reporting of results. In a limited number of cases, the lack of country office updates against the outcomes, outputs and indicators set out in the strategic-results framework) lowered the overall rate of progress when aggregated at the regional (or sub-goal and goal) level.

7. *Time-frame for reporting of results.* In light of the start-up nature of the exercise, country offices were requested to report on the results of their existing country cooperation framework, which may also include pre-1999 results.

8. *Attribution of results.* Consistent with definitions of results-based management concepts, the achievement of outputs is generally attributable to UNDP assistance, whereas claims on outcomes were judged on the strength of links with outputs, the provision of additional evidence in the ROAR and, where possible, the examination of the role played by UNDP in partnerships. Precise attribution requires greater accuracy in the reporting on partnerships by country offices and, in particular, systematically linking partnerships with specific results.

Qualitative judgements

9. *Professional judgement by analysts.* This is required in borderline cases to decide whether outcomes and outputs represent genuine achieved progress. That value judgements may introduce biases in the results constitutes an inherent challenge to such exercises. However, as biases are unlikely to be systematically upwards or downwards, they will probably have only a limited effect. Using indicators to measure results and the common definitions of progress has reduced the possibility for subjective bias. Furthermore, dividing the analysts into three groups helped to provide a degree of cross-checking: analysts in the corporate team were each responsible for assessing progress made in one or two regions for all goals; the bureaux examined progress towards all goals in their respective regions; and the specialized sub-teams analysed the progress in selected sub-goals that address governance, poverty and UNDP support for the United Nations in all regions.

Aggregation and ranking of results

10. *Aggregating progress at the sub-goal or goal level.* As with all averages, distortion may occur when aggregating results, an effect that is mitigated by complementing quantitative results with careful qualitative analysis. One consequence of this is that some outcomes may be more significant than others. However, a small number of successful major outcomes for a specific poverty-reduction strategic area of support, for instance, may be swamped by negative results for less significant interventions when the results are aggregated to show overall progress at the sub-goal or goal level in poverty reduction. This distortion can be partially mitigated in the qualitative analysis by highlighting major outcomes achieved in key areas. The distortion may also operate in the reverse way, whereby a misleadingly high level of progress at the goal level may arise as a result of many small successes amidst moderate success in the most important areas.

11. *Aggregating progress at the regional level.* The presentation of average levels of progress may, of course, serve to de-emphasize high or low performance. Successes in important areas in a region may be obscured by a lack of progress in more numerous but less significant interventions. Again, the reverse is possible, whereby significant failures are obscured by minor successes. Careful qualitative analysis is used to situate rates of progress in their appropriate context.

12. *Scale or ambition of results.* It is difficult to capture in the quantitative presentation the ambition of the results that country offices are striving to achieve. It is arguable, for instance, that country offices in Latin America are currently supporting governance programmes with aspirations which are more ambitious than average. This difficulty, inherent to the exercise, underlines the importance of balancing the presentation of quantitative results with qualitative analysis.

13. *Underreporting*. Guidance to country offices specified that programmes or related groups of programmes can count towards progress in one area only. While having facilitated clear analysis, this introduced the risk of underreporting. It is possible, for example, that the main thrust of a programme may fall within the poverty goal but produce results under the gender goal. An attempt was made to account for this by highlighting in the qualitative analysis the elements that were underrepresented, but it proved impossible to do so systematically in this first ROAR.

Additional components of the methodology used in the ROAR

14. The ROAR also uses situational indicators designed to complement the picture of UNDP results with a description of the country and regional context. An attempt was made to collect situational indicators on poverty eradication and sustainable livelihoods, the environment, gender equality and the advancement of women, and special development situations. The limited availability of data in a number of areas prevented the preparation of a comprehensive baseline. Whether the current list needs revising and whether the national human development reports could be used further as a source of situational data have as yet to be determined.

15. Generic outcome indicators are a further component of the ROAR analysis. Generic indicators are a first attempt at measuring institutional performance in UNDP. They are roughly divided into two types: (a) indicators that reflect progress towards the achievement of a specific generic outcome within specified targets; and (b) indicators that highlight the number of countries reaching their objectives within a specific strategic area of support.

16. Country-level output/outcome indicators are a key element in assessing progress made against intended outcomes. Output indicators generally measure the quantity (and sometimes the quality) of the goods and services created or provided through the use of inputs. Outcome indicators measure progress towards the desired change in a development situation.

17. The ROAR analysis includes an assessment of whether the results reflect any systematic variation according to country income group. Where differences were significant and time allowed, the variation in results by per capita GNP is presented. The four major categories of countries used, based on Executive Board decision 95/23, are defined as follows:

- *Least developed countries.* These countries are determined by criteria including per capita GNP (three-year average for 1993-1995 in United States dollars at the official exchange rate), an augmented physical quality of life index (APQLI), an economic diversification index (EDI) and total population;
- *Low-income countries.* GNP per capita is less than or equal to US$750;
- *Middle-income countries.* GNP per capita is greater than $750 but less than US$4,700;
- *Net contributor countries:* GNP per capita is greater than or equal to US$4,700.

ANNEX II

Situational indicators

1. These situational indicators represent a first attempt to capture data in a systematic way. More work is needed to cover gaps in the statistics.

I. Poverty

2. In developing countries, human poverty affects more than one quarter of the population. Sub-Saharan Africa and South Asia have the highest incidence of both income and human poverty, followed by East and South-East Asia and the Pacific, Latin America and the Caribbean, and last, the Arab States. Of particular concern is the fact that in sub-Saharan Africa, poverty is increasing both in proportion and in absolute numbers. The largest drop in poverty levels occurred during the 1980s and early 1990s in East and South-East Asia although this progress was halted and reversed during the Asian economic crisis. Overall progress in reducing human and income poverty is marked by discontinuity and unevenness.

3. Estimating poverty is the first step in dealing with it. Of 140 countries, 29 per cent have explicit, stand-alone poverty plans while another 40 per cent have explicitly incorporated poverty into national planning. The region with the highest share of countries with some form of plan is Latin America and the Caribbean (81 per cent), followed by sub-Saharan Africa (73 per cent) and Asia and the Pacific (71 per cent).

4. In the last three decades, adult literacy in developing countries increased from 43 per cent in 1970 to 71 per cent in 1999. The fastest increases were seen in the Arab States and in East and South-East Asia, which increased literacy rates from 30 per cent to 58 per cent and from 58 per cent to 83 per cent between 1970 and 1999, respectively. South Asia recorded the slowest increase, from 32 per cent in 1970 to 52 per cent in 1999.

5. The share of underweight children in developing countries declined from 41 per cent to 22 per cent between 1970 and 1990-1996. In the Arab States, about 19 per cent of children under five are underweight while the figure for South Asia is 48 per cent. East Asia has the lowest incidence of underweight children under five at 16 per cent.

6. Between 1980 and 1999, the share of people in developing countries without access to safe water decreased from 59 per cent to 27 per cent. In sub-Saharan Africa, 50 per cent of the people are still without access to safe water compared to 10 per cent in East Asia (excluding China).

7. There have been considerable improvements in health care in the past three decades and, based on figures for the period 1990-1995, about 80 per cent of the people in developing countries have access to health services, though nearly 50 per cent of the people in sub-Saharan Africa do not.

8. More than a billion people in developing countries live without adequate shelter or housing. Poor housing is often connected with poor sanitation. For 1990-1995, 63 per cent of people in developing countries had no access to sanitation.

9. The overwhelming majority of people with HIV live in the developing world — some 95 per cent of the global total. This proportion is set to grow even further as infection rates continue to rise in countries where poverty, poor health systems and limited resources for prevention and care fuel the spread of the virus. Sub-Saharan Africa continues to bear the brunt of HIV and AIDS, with close to 70 per cent of the global total of HIV-positive people.

Table 1. Approach to national anti-poverty planning per region

	Approach to national anti-poverty planning [a]	Target for extreme or overall poverty rate (percentage)
Arab States	Explicit: 4 National Planning: 5	with targets: 1
Total for Asia and the Pacific	Explicit: 7 National Planning: 10	with targets: 12
Total for Eastern Europe and the Commonwealth of Independent States	Explicit: 4 National Planning: 13	with targets: 4
Total for Latin America and the Caribbean	Explicit: 7 National planning: 14	with targets: 7
Total for sub-Saharan Africa	Explicit: 19 National planning: 14	with targets: 19

Total number of surveyed countries with poverty plans: 41

Total number of surveyed countries with poverty targets: 43

[a] "Explicit" indicates countries that have adopted a national development strategy that focuses specifically on poverty reduction; "national planning" indicates countries that have a national development strategy that incorporates a focus on poverty reduction.

Table 2. Human poverty index by region

	Adult literacy rate (per cent), 1997	Human poverty index (HPI-1), Value (per cent), 1997	People not expected to survive to age 40 (as per cent of total population), 1997	Population without access to safe water (per cent), 1990-1997(a)	Population without access to sanitation (per cent), 1990-1997(a)	Under-weight children under age five (per cent), 1990-1997(a)
Sub-Saharan Africa	58.5	40.6	34.6	50	56	32
Arab States	58.6	32.4	13.1	18	29	19
East Asia	83.4	19	7.8	32	73	16
East Asia (excluding China)	96.1	..	4.7	10	1	..
South-East Asia and the Pacific	87.9	25	12.4	31	41	34
South Asia	52.2	36.6	16.1	18	64	48
South Asia (excluding India)	48.4	38.6	16.1	15	46	39
Latin America and the Caribbean	87.2	14.5	9.9	22	29	10
Eastern Europe and the Commonwealth of Independent States	98.7	..	8.3	..	..	..

(a) Data refer to the most recent year available during the period specified in the column heading.

Source: Human Development Report 1999.

Table 3. Prevalence of HIV (percentage)

Sub-Saharan Africa	7.40		North Africa and Middle East	0.10
Caribbean	1.90		Eastern Europe and Central Asia	0.07
South and South-East Asia	0.60		East Asia and the Pacific	0.06
Latin America	0.50			

II. Environment

10. There is now overwhelming evidence that the quality of the global environment are declining and that reductions in the productive capacity of the world's major ecosystems pose a serious obstacle to human-poverty reduction. Because chronic poverty is both a consequence and a cause of environmental degradation, actions to eradicate poverty on a sustainable basis must be closely linked to the protection and regeneration of the resource base on which the majority of the world's poor depend. Excessive consumption by the minority of the world's higher-income populations is also seriously damaging the global environment. Concerted action addressing both sets of factors is essential if progress in human development is to be sustained.

11. Currently some 18 per cent (790 million) of the population in developing countries are chronically undernourished, lacking access to enough calories to lead healthy and productive lives. Low production and incomes among the poor are not the only causes. Unsanitary conditions and poor health also contribute significantly to malnutrition, as some 17 per cent of the world's population do not have access to safe water and 40 per cent lack access to sanitation. Essentially all of these risk groups are the poor in developing countries.

12. Striving to meet basic needs but unable to increase their productivity, poor rural households in most low-income countries have been forced to expand onto marginal lands and/or mine their existing land base through unsustainable land-management practices. Unchecked soil erosion already affects as much as 65 per cent of agricultural land globally, and all forms of soil degradation already affect 15 per cent of the world's land area, reducing productivity in most agro-ecosystems.

13. The dependence on fuel wood for energy by a large share of the world's poor has contributed significantly to degradation processes as the absolute number of people without access to modern energy sources continues to increase. Some 33 per cent of the world's population lack access to modern energy services and that share has remained essentially constant over the past two decades. Deforestation continues to shrink the world's forests, with deforestation rates increasing in many countries between 1990 and 1995 and with the greatest losses occurring in the tropics. Deforestation in turn is a major cause of declining biodiversity.

14. It is estimated that as many as 1 million species of plants and animals have become extinct between 1975 and 2000. In 1990, nearly 43000 species of animals alone were considered to be endangered. These losses have occurred in virtually all of the world's major ecosystems. For example, more than 50 per cent of the original mangrove areas in many countries are gone; wetlands have shrunk by about half; and grasslands have already been reduced by more than 90 per cent in some areas.

15. Marine systems are also under stress. Some 58 per cent of the world's reefs are at risk, 25 per cent of the world's most important marine fish stocks are depleted, over-harvested or just beginning to recover. Another 44 per cent are being fished at their biological limit and therefore vulnerable to depletion. These trends have serious consequences for the poor who depend on subsistence fishing and whose protein consumption is already perilously low. Humans have also overtaxed the capacity of many freshwater and coastal ecosystems with a resulting loss in water quality. Water quality is degraded directly through chemical or nutrient pollution, or indirectly when the capacity of ecosystems to filter water is reduced or when land-use changes increase soil erosion, processes that are accelerating in both developing and developed countries.

16. Finally, inefficient development patterns and over-consumption in high-income countries are causing changes in the atmosphere that contribute significantly to global warming and ozone-layer depletion. Global energy use, which has increased nearly 70 per cent since 1971, is projected to increase at more than 2 per cent annually for the next 15 years. This will raise greenhouse gas emissions about 50 per cent higher than current levels, unless there is a concerted effort to increase energy efficiency and to move away from dependence on fossil fuels. Global climate change is in turn causing potentially devastating changes in the distribution and productivity of ecosystems. Once again, it will be the poor in developing countries who will be least able to protect their livelihoods through adaptation and mitigation strategies.

Table 4. Global estimates for situational indicators

Indicator	Statistics	Annual change (per cent)
1. Emissions (tons) of greenhouse gases (per GDP (PPP).	0.21 tC/$'000 at 1997 GDP 0.17 tC/$'000 at 1997 PPP	+ 2-3 per cent
2. Percentage of population with access to modern energy services.	67 per cent with access	Constant last 20 years
3. Consumption (tons) of ozone-depleting substances.	211000 ozone-depleting products tonnes in 1997.	- 10 per cent 2000 to 2010.
4. Number of threatened, endangered or extinct species.	Up to 1 million species of plants and animals may have become extinct between 1970 and 2000. 43,000 species of animals alone were considered to be endangered in 1990.	+ 0.3 per cent species extinctions
5. Percentage of land area, especially wetlands and coastal areas, in protected areas.	Not available	Not available
6. Percentage of total land and population affected by desertification/degradation.	40 per cent global land area; 37 per cent global population	Not available
7. Percentage of total population with access to safe water and sanitation.	83 per cent with access to safe water 60 per cent with access to sanitation	Not available
8. Percentage of beaches qualified for Blue Plan Status.	Not available	Not Available
9. Percentage of total population undernourished.	14 per cent chronically undernourished between 1995 and 1997 globally. 2 per cent chronically undernourished between 1995 and 1997 in industrialized countries. 18 per cent chronically undernourished between 1995 and 1997 in developing countries.	1 per cent annual reduction in undernourished in developing countries from 1990-1992 to 1995 to 1997
10.Area (km2) of forest cover.	34543820 km2	+ 0.3 per cent annual increase in area deforested.
11. Proportion of national and international development expenditures subjected to systematic environmental impact assessment.	Not available	Not available
12. Proportion of national sectoral development plans that effectively integrate substantive environmental concerns.	Not available	Not available

III. Gender

17. The only UNDP programme country that has achieved the targets in gender equality and women's empowerment (according to statistics on seats in parliaments, ratio in secondary education, female enrolment in secondary education and share of paid employment in non-agricultural sector) is South Africa. Table 5 presents a breakdown by region and level of development.

18. Table 5 indicates the ranking of countries by region in terms of gender development index/gender empowerment measure.

Table 5. Gender development index (GDI) and Gender empowerment measure (GEM)

Gender-related development index - GDI, 1999

	GDI number of countries	GEM number of countries
High human development		
Africa		2
Arab States	4	4
Asia	4	3
Caribbean	3	3
Central Eastern Europe and the Commonwealth of Independent States	2	3
Latin America	3	
Pacific		
Medium human development		
Africa	16	17
Arab States	12	11
Asia	13	13
Caribbean	9	9
Central Eastern Europe and the Commonwealth of Independent States	24	21
Latin America	14	14
Pacific	5	5
Low human development		
Africa	28	26
Arab States	1	2
Asia	4	4
Caribbean	1	1
Central Eastern Europe and the Commonwealth of Independent States		
Latin America		
Pacific		

Source: Human Development Report 1999.

A. Ratio of boys to girls in secondary education

19. In 1997, 82 out of 174 countries (HDR 1999) had reached the target for gender equality. The target for gender equality is a girls' enrolment level of 95 per cent or higher. In regional terms, for countries where data are available, the situation in Northern Africa did not deteriorate, but 30 per cent of the countries of sub-Saharan Africa experienced a decline, 23 per cent in Latin America and the Caribbean, with the worst decline, due to economic crisis, in 67 per cent of Central and Eastern European countries and 64 per cent of countries in Central and Western Asia.

B. Female share (per cent) of paid employment in non-agricultural activities

20. In most countries for which data are available, the share has increased or stayed the same. In terms of female economic activity, the highest regional percentages are for East Asia (55.1 per cent) and Eastern Europe (45.6 per cent), which were considerably higher than for developing countries as a whole (39.3 per cent) or indeed for industrialized countries (41.9 per cent).

21. The biggest improvement among developing countries was achieved by Sri Lanka, which saw its share increase from 24 per cent to 44 per cent, reaching the level of industrialized countries. In most Middle Eastern countries, employment rates remain very low although from 1970 to 1995, female participation in the labour force rose from 22 per cent to 27 per cent and has probably since risen. For countries where data are available, figures show a net increase in women's share in paid employment in the non-agricultural sector between 1980 and 2000 in:

- 12 countries in Northern and sub-Saharan Africa;
- 6 countries in Central and Western Asia;
- 12 countries in Asia and the Pacific;
- 10 countries in Latin America and the Caribbean;
- 8 countries in Eastern Europe.

C. Percentage of seats held by women in national government, including parliament

22. The average share of seats held by women in national parliaments varies only modestly across regions, with the exception of the Arab States where the share of 3.5 per cent is well below that for other regions. However, these regional averages mask far greater variations within regions, which contain individual countries with very different records. In sub-Saharan Africa, women hold an impressive 30 per cent of seats in South Africa, while in Ethiopia and Togo the share is a very poor 2 per cent. Over time, although statistics are not comprehensive, it is nonetheless clear that there has been a small increase in the numbers of women members of parliament since 1995.

23. Where more precise data are available, the majority of UNDP programme countries have achieved significant progress and have seen the share of women members of parliament increase. Latin America and the Caribbean, sub-Saharan Africa, and Asia and the Pacific have all seen very significant progress between 1987 and 2000; 20 out of 23 countries in the Latin America and Caribbean region witnessed progress, as did two thirds of those in sub-Saharan Africa and in the Asia and the Pacific region. Only in two countries in North Africa did the share of women members of parliament increase while Eastern Europe was the only region to experience a declining share (from an average of 30 per cent in 1990 to 4-8 per cent in 1993), which affected all countries in the region. Eastern European averages have increased to 10 to 12 per cent, with Bosnia-Herzegovina making the biggest increase to 25 per cent. Basically, the decline in numbers of women members of parliament is felt in the upper house or senate while there is an increase in the single or lower house.

Regional averages of women in parliament (per cent)

	Single house or lower house		Upper house or senate		Both houses combined
	1999	1995	1999	1995	1999
Nordic countries	38.8		---		38.8
Organization for Security and Cooperation in Europe (OSCE) member countries, including Nordic countries	15.6	13.2	14.1	8.7	15.3
Latin America and the Caribbean	15.4	12.7	14.8	11.7	15.3
Asia	14.7	13.2	14.2	8.6	14.7
OSCE member countries, excluding Nordic countries	13.3		14.1		13.5
Sub-Saharan Africa	11.3	9.8	13.6	14.6	11.5
South-East Asia and the Pacific	11.3	6.3	25.4	15.3	13.3
Arab States	3.7	4.3	2.5	2.1	3.5

24. At the cabinet level, the number of female ministers worldwide doubled in the last decade. Women have achieved a "critical mass" of 30 per cent at the ministerial level in the UNDP programme countries of Barbados and the Seychelles.

25. Furthermore, at the ministerial level in three Caribbean countries (Grenada, Haiti and St. Vincent and the Grenadines) 20-29 per cent are women. South-East Asia and the Pacific and Eastern Europe have seen very little progress in this area with the proportion of women ministers being less than 5 per cent.

D. Human poverty index (gender-disaggregated)

26. Information on the gender-poverty ratio is available for only a few countries and indicates that the feminization of poverty exists in 12 out of the 15 developing countries for which data are available. The index for the feminization of poverty is the number of women per 100 men in the population living below the poverty line or in the poorest fifth of the population. In 12 out of the 15 developing countries and in 5 out of the 8 developed countries for which data are available, over 60 per cent of women live below the poverty line or represent over 60 per cent of the poorest one fifth of the population.

ANNEX III

Revised strategic results framework

1. The revised SRF replaces the original SRF contained in document DP/1999/CRP.12. The revision of the SRF will follow a two-tier approach combining empirical evidence and allowing for a sharper realignment of the organization's directions. The revisions below represent the first part of the exercise. They are based on empirical evidence gathered from the country ROAR analysis and incorporate some of the policy directions highlighted in the Administrator's Business Plans 2000-2003 presented to the Executive Board in January 2000.

2. The second part of the exercise will be conducted with a broad participation of country offices, leading to further refinement of the SRF and its articulation as a management tool for practitioners.

3. The current modifications consist mainly of the following:

- Consolidation and rationalization of strategic areas of support (SAS) within and between categories when and where there is redundancy in the initial SRF;

- Elimination and/or reformulation of certain SAS. Elimination of certain elements occurred principally where no or very few results were reported by country offices. Reformulation of SAS was prompted by some confusion from country offices as to where certain results should be reported. This was especially evident in the case of the SRF dealing with cross-cutting issues, such as gender;

- Clearer articulation of the SAS and the outcomes along the following broad categories:

  - Policy;
  - Advocacy/awareness-raising;
  - Capacity-building:
    - Institutional capacity;
    - Capacity for data collection and monitoring;
  - Knowledge networking;
  - Pilot programmes for scaling up that will be implemented for the sole purpose of providing lessons that will inform policy.

4. At this early stage of the exercise, it is already anticipated that, in some cases, further modifications will go beyond mere consolidation/rationalization and outcomes of SAS to include more substantial and strategic changes. Such is the case for UNDP support to the United Nations. The ROAR analysis stresses that the current SRF is still too process-oriented and foresees a more substantive role in at least two areas: (a) the reduction in transaction costs of doing business with the United Nations system, and (b) mobilizing United Nations partners for an integrated follow-up to global conferences.

Proposed Revision to the Strategic Results Framework

I. The enabling environment for sustainable human development

Goal: To create an enabling environment for sustainable human development.

Sub-goal 1 Promote national, regional and global dialogue and cooperation to widen development choices for sustainable and equitable growth.	Strategic areas of support 1. Promote public awareness and policy dialogue on sustainable human development issues (e.g., through human development reports, regional human development reports, national human development reports and national long-term perspective studies); 2. Promote a culture of good governance, transparency and accountability; 3. Promote links between public and private sectors; 4. Promote equitable management of globalization with emphasis on social protection for the interests of the poor; 5. Establish regional frameworks, norms and standards; 6. Strengthen economic cooperation among developing countries (ECDC) and technical cooperation among developing countries (TCDC); 7. Support improved aid coordination and management.
Sub-goal 2 Strengthen capacity of key governance institutions for people-centred development and foster social cohesion.	Strategic areas of support 1. Develop institutional capacity of parliamentary structures, systems and processes; 2. Strengthen institutional capacity of electoral commissions, systems and processes, and reform electoral laws; 3. Reform and strengthen the system of justice, including legal structures and procedures; 4. Promote an efficient public sector that improves economic management and provides open access to services; 5. Promote respect for human rights.
Sub-goal 3 Promote decentralization that supports participatory local governance, strengthens local organizations and empowers communities.	Strategic areas of support 1. Promote participation in development planning and other decision-making processes at the sub-national level; 2. Support development of sound decentralization policies, including increased allocation of resources to the sub-national and national levels; 3. Develop capacity of local authorities in rural and urban areas; 4. Support the capacity of the poor and civil society for self-organization and development of alliances (e.g., community organizations, trade unions, farmers' associations and political parties).

II. Poverty eradication and sustainable livelihoods

Goal: To eradicate extreme poverty and reduce substantially overall poverty [WSSD Commitment 2].

Sub-goal 1 Promote poverty-focused development and reduce vulnerability.	Strategic areas of support 1. Promote pro-poor macroeconomic policies; 2. Support poverty-focused systems of social protection ; 3. Strengthen capacity of governments and vulnerable groups to take preventive measures and reduce the impact of health epidemics, such as HIV/AIDS; 4. Support monitoring of human and income poverty, including collection of gender-disaggregated data, geared to time-bound goals and targets, and incorporating participatory assessments.
Sub-goal 2 Promote the livelihoods of the poor, particularly poor women, through access to assets and resources.	Strategic areas of support 1. Promote access by the poor to basic services (e.g., primary health, education, safe water and sanitation, and housing); 2. Support structural reforms in access rights of the poor to land, other natural resources and energy; 3. Promote employment and foster skills among the poor, especially poor women. 4. Support access of the poor, particularly poor women, to agricultural infrastructure, extension services and input markets to improve food security; 5. Promote access of the poor, particularly poor women, to microfinance services.

III. Environment and natural resources

Goal: To protect and regenerate the global environment and natural resources asset base for sustainable human development.

Sub-goal 1 Promote the integration of sound environmental management into the national development policies and programmes.	Strategic areas of support 1. Promote legal and regulatory frameworks and policies that link sustainable environment and management of natural resources to critical areas of development; 2. Strengthen capacity of national and sectoral environmental authorities and local authorities; 3. Strengthen national and local capacities for collection, analysis and dissemination of environmental information and statistics; 4. Promote education and awareness-building on ways to combat desertification, on methods to protect and ensure access to water resources, on sustainable forest-management practices, on sustainable crop and livestock technologies, on sustainable and efficient energy services and on waste management; 5. Develop mechanisms for effective mobilization of financial resources for national action in environmental and natural-resource management.
Sub-goal 2 Contribute to the protection and regeneration of the environment and promote access to natural resource assets on which poor people depend.	Strategic areas of support 1. Implement national and local pilot programmes that promote sustainable management of energy, land, water, forest and other biological resources; 2. Develop, promote and exchange sustainable environmental practices and technologies.

IV. Gender equality and the advancement of women

Goal: To achieve gender equality and advance the status of women, especially through their own empowerment.

Sub-goal 1 Ensure gender equality in the decision-making process at all levels.	Strategic areas of support 1. Promote women's leadership and decision-making in the public and private sectors, as well as increased recognition and support for their role at household and community levels; 2. Support policy and legal frameworks for gender equality; 3. Support the implementation of national action plans for the advancement of women, including follow-up to the Fourth World Conference on Women; 4. Strengthen the capacity of organizations that represent women's interests and promote advocacy, networking and partnerships for the advancement of women (nationally and internationally); 5. Provide capacity-building support for gender-mainstreaming in policy, plans and programmes (e.g., gender-budgeting and national accounting activities); 6. Strengthen national capacity to engender statistics and develop indicators of gender-mainstreaming.
Sub-goal 3 Ensure full enjoyment and exercise of human rights, including security and freedom from violence.	Strategic areas of support 1. Support ratification, implementation and monitoring of the Convention on the Elimination of All Forms of Discrimination Against Women, including the Optional Protocol; 2. Eradicate abuse of women's human rights (including domestic violence, harmful traditional practices, violence in conflict situations, trafficking in women and children).

V. Special development situations

Goal: To prevent or reduce the incidence of complex emergencies and natural, environmental, technological and other human-induced disasters, and to accelerate the process of sustainable recovery.

Sub-goal 1	Strategic areas of support
Mainstream disaster reduction (including technological disasters) into national capacity-building, including policy-making, planning and investment; and restore the capacity of national institutions and civil society organizations to advance human security.	1. Support implementation of the Yokohama Strategy for a Safer World: Guidelines for Natural Disaster Prevention, Preparedness and Mitigation, and mainstream vulnerability analysis and hazard-mapping into all development policies; 2. Develop institutional capacity for disaster prevention, preparedness and mitigation, including preparation of national/local plans, improved early-warning systems, trained human resources and increased interregional/national information exchanges; 3. Promote preventive development and a culture of peace and strengthen public security and policing.

Sub-goal 2	Strategic areas of support
Assure an effective link between relief and development that promotes the sustainable recovery and rehabilitation of affected populations and enhances their own coping mechanisms, particularly with regard to the displaced and refugees.	1. Promote ratification and implementation of the Ottawa Convention to ban land mines, and build national capacity for comprehensive mine-action programmes, ensuring application of standards and appropriate technologies; 2. Strengthen social capital by ensuring support for affected populations, including refugees and the displaced, and their access to sustainable livelihoods and socio-economic recovery through integrated area-based approaches and/or specific reintegration programmes; 3. Support the implementation of peace agreements through the promotion of programmes that create a link between relief and development.

VI. UNDP support to the United Nations

Goal: To provide effective UNDP support to the United Nations agenda for development.

Sub-goal 1	Strategic areas of support
Provide effective and integrated follow-up to United Nations global conferences within the context of sustainable human development.	1. UNDP leadership in cross-cutting follow-up to United Nations conferences and summits as well as follow-up to individual conferences, through the role of UNDP as funder and manager of the resident coordinator system; 2. UNDP participation/leadership in the management and coordination structure of the United Nations as well as in intergovernmental forums; 3. Communicate results of the development work of the United Nations.

Sub-goal 2	Strategic areas of support
Enhance coherent United Nations operational activities for development.	1. UNDP role in promoting aid coordination; 2. UNDP representation of country office services to United Nations system organizations and programmes developing operational activities in programme countries; 3. UNDP leadership in coordination and collaboration as funder and manager of the resident coordinator system and chair of the United Nations Development Group (UNDG); 4. UNDP participation/leadership in the management and coordination structure of the United Nations as well as in intergovernmental forums.